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ABSTRACT

This document includes papers on public libraries which were presented at the 1985 International Federation of Library Associations (IFLA) conference. The first paper, "International Guidelines for Public Libraries," is the report of an IFLA working group and it includes guidelines in six areas: public library services; media of communication; staffing; service points; the management of public libraries; and networks and support services. Other papers in this document include: (1) "New IFLA Guidelines for Public Libraries: the Background and an Introduction" (Arthur Jones, United Kingdom); (2) "Standards for Public Libraries in Catalonia" (Josefina Ballester, Elisa Camps, and Carme Mayol, Spain); (3) "Public Libraries in the CSR (Czechoslovakia) and General Availability of Information" (J. Kohout, Czechoslovakia); and (4) "Public Libraries in Brazil: Perspectives for Development" (May Brooking Negrao and Emir Jose Suaiden, Brazil). (THC)

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The Report of a Working Group

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IFLA SECTION OF PUBLIC LIBRARIES

WORKING GROUP ON GUIDELINES FOR PUBLIC LIBRARIES

G U I D E L I N E S

F O R P U B L I C L I B R A R I E S

Report presented at the IFLA General Conference
Chicago 1985

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DEFINITIONS

The following terms have been used in this volume:

PUBLIC LIBRARY. A library established and financed by a local - or in some cases, central - government body, or by some other organization authorized to act on its behalf, available without bias or discrimination to all who wish to use it.

PUBLIC LIBRARY SERVICE. A general term which refers to the functions or output of a public library, not to its organization or administrative control.

ADMINISTRATIVE UNIT. A unit of public library service which is independent in the sense that it has its own governing body, receives and manages its own funds, and appoints its own staff.

LIBRARY AUTHORITY. The governing body responsible for providing public library service within a single administrative unit - usually a local authority or municipality.

PUBLIC LIBRARY SYSTEM. A group of public library services and service points which is managed collectively, with shared staff and administration, and a stock of books and other materials held in common. A public library system will usually constitute a single administrative unit, but two or more administrative units may find it convenient to cooperate together to provide a single public library system.

SERVICE POINT. One of the points in a public library system where members of the public may obtain access to the public library service. It may be a main, regional, district or branch library, a mobile library, a deposit collection, or a special service point in a hospital, prison or other institution.

DATABANK.. An organized collection of information. The term is usually applied to a collection held in machine-readable form in a computer store.

DATABASE . A file of bibliographical records, held in machine-readable form in a computer store. (In this volume the term 'databank' is used in preference to 'database' when either would be appropriate.

INTRODUCTION

The Unesco Public Library Manifesto* identifies in broad terms the objectives of public libraries:

> To contribute to lifelong universal education
>
> To facilitate appreciation of the achievement of humanity in knowledge and culture
>
> To be the principal means whereby the record of man's thoughts and ideas, and the expression of his creative imagination, are made freely available to all
>
> To refresh the human spirit by the provision of books and other media for relaxation and pleasure
>
> To assist students
>
> To provide up-to-date technical, scientific and sociological information

Those then are the directions in which public libraries are moving. This volume offers guidance as to the routes they might follow in pursuing their objectives.

NEEDS

Public libraries exist to meet the needs of communities which differ widely in their circumstances and composition, and in the economic resources at their disposal. Some consist predominantly of elderly and retired people, others of families with a high proportion of young children. Some people are engaged mainly in agriculture in sparsely populated rural areas, others work in commerce or industry in crowded inner cities; some live in affluence, others in poverty.

All need access to books and other media for purposes of education or recreation, or to assist in their day-to-day activities. All need information, of which the public library is often the most accessible source. Even in the most affluent areas, the resources available are seldom sufficient to meet every one of these needs fully. Within each library therefore priorities must be determined, and immediate and long range targets must be selected in the light of local needs and resources.

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*See Appendix I

INTERNATIONAL GUIDELINES

When needs and resources vary so widely there can be no common standards for services. For that reason we have called this volume not 'standards' but 'guidelines'. We are offering not rules but advice, based on experience drawn from many countries and capable of general application. This is not a comprehensive manual of library practice, but we hope that it will be a useful tool for anyone concerned with the provision of public library services. We have tried to identify the many decisions which must be taken in establishing and managing such services, and have begun by providing a detailed checklist of services and facilities which a public library might properly consider providing.

It is the task of library authorities and their chief librarians to assess needs, determine priorities, and quantify the resources required to meet the needs of their communities. Recommendations as to desirable levels of provision, based on past experience in quite different circumstances, are bound to be unreliable and misleading. We have therefore made no recommendations regarding areas of buildings, numbers of staff, or the quantities of books and other materials which libraries of different kinds should provide. We have discussed these questions in general terms, and have summarized in an appendix the quantative recommendations which were contained in the 1973/1977 edition of Public Library Standards. We have also tabulated in a second appendix some figures relating to the provision and use of a selection of libraries from many countries.

This volume does not explain in any detail how to do things: it is more concerned to suggest what might be done. It is supplemented by the more detailed recommendations on certain specific services, which have been published by specialised groups within IFLA's Division of Libraries Serving the General Public. These have been listed in a third appendix.

HOW TO USE THESE GUIDELINES

We recognise that these guidelines will probably be of greatest value in library systems which are in their early stages of development. However, it is likely that no system is currently engaged in all the practices to which we draw attention, and many will not even have given serious consideration to some of them. We believe therefore that everyone

responsible for the provision of public library services will find some value in perusing this volume.

The working group identified many imperatives and felt strongly on many issues: the words 'must' and 'should' occur frequently. Nevertheless this is not a set of rules for designing an ideal library service: it is a tool to help in the development of services which will best meet the needs of your own community. The guidelines will suggest what might be possible, but local conditions will dictate what is feasible, with regard both to services and to organization. When desirable changes in provision have been determined, the guidelines offer further assistance in putting the changes into effect.

Chapter 1

PUBLIC LIBRARY SERVICES

This chapter reviews the services which public libraries commonly provide, or might consider providing, in pursuit of their objectives. It has been placed first because an appreciation of the potentiality of public libraries must precede any consideration of the provision and management of required resources.

Public libraries should be equally available to all members of the community, regardless of race, colour, nationality, age, sex, religion, language, status or educational attainment. Place of residence or the possession of physical handicaps should also be no bar to full access to library services: when readers cannot come to the library, it may be necessary to take the library to them. Resources, however, are never limitless. They must be carefully deployed to give maximum benefit to their communities. Each library authority therefore elects to provide a range of services whose variety and depth best suit local needs: the allocation of resources should be based on an assessment of the needs of the local population as a whole, not solely on the demands of present library users.

The communities which public libraries exist to serve include many people who are not library users, and who may never become users unless their needs are identified, anticipated and provided for. The services must be positively promoted and advertised so that people can begin to appreciate how libraries can help to meet their needs. Close links with local press, radio and television, with special interest groups of all kinds, and especially with schools, will all be helpful in this. Thus, 'market research' and 'marketing' are two underlying services which help to ensure close links between a library and its community. Without them other services will fail to achieve their full potential.

The original function of a public library, to provide a collection of books and periodicals for use both on the premises and elsewhere, has become the nucleus of a wide range of facilities. It varies from place to place and often supports, or merges with, services provided by other cultural, recreational, educational and social services and agencies. Factors which have stimulated the introduction of additional services

by the public library include:

The increasing variety of media of communication, and of methods of presentation and reproduction.

A wish to exploit the library's collections, and satisfy the interests of users, by such means as lectures, exhibitions and publications.

The logical extension of the information function of the library to provide a comprehensive information service for the community.

Greater understanding of the needs of groups and individuals, and a more imaginative assessment of the contribution which public libraries can make to meeting them.

Recognition of the value of closer links between the library and its community.

The importance of making the maximum possible use of library buildings for a wide range of community purposes.

A CHECKLIST OF SERVICES

The following services merit consideration when public libraries are being planned or developed. Many are already provided as a matter of course, others are less familiar. Some involve expenditure, but many consist in the more purposeful use of facilities which are already available.

Lending and reference services

1.1 Books and periodicals, sound recordings, video recordings, games, computer programmes, pictures, and other audio-visual materials, for loan to individuals or to groups.

1.2 Quick reference books and information files for use on library premises.

1.3 In larger libraries, a collection of standard works, and audio-visual materials of various kinds, for reference and research use on library premises.

Aids to borrowing

1.4 Catalogues to identify and locate the material available; bibliographies to identify wider resources; booklists on specific subjects for consultation, purchase or free distribution.

1.5 The opportunity for users to request and reserve books or other materials not in stock or not immediately available; a commitment by the library to obtain such materials quickly on request and to inform enquirers when they are ready for collection.

visual materials before borrowing them, and staff to check their condition on return.

1.7 Trained staff to assist in the identification and selection of material.

Aids to reference and study in the library

1.8 Study desks with shelves for books and supports for papers, power points for audio-visual equipment, and a degree of enclosure to reduce distraction and increase privacy.

1.9 A number of cubicles or carrels for study projects which involve the long-term use of many books and materials.

1.10 Slide projectors, tape recorders, cassette players, video recorders, microform readers, magnifying glasses, various aids for handicapped people. It may sometimes be possible to lend equipment of this kind for use in the home.

Lending and reference services for children

1.11 provision for children will follow the same general pattern, but their needs should be separately assessed in relation to each point in the list.

Information services provided by library staff

Determine policy regarding the provision of information in the following categories:

1.12 Short factual answers, drawing mainly on 'quick reference' books.

1.13 Information requiring more detailed research, including the correlation of material from different sources. Some work of this kind is commonly undertaken by library staff, but a point may be reached where further searching must be undertaken by the enquirer. Circumstances may arise in which the library could undertake protracted research for an enquirer only on a consultancy basis, involving the payment of a fee.

1.14 An 'in depth' information service in specific fields, possibly related to the needs of local commerce and industry. If it is to inspire confidence, such a service will probably need staff with specialised training and experience in addition to a qualification in librarianship.

1.15 Community information, provided on behalf of central and local government bodies and other organizations, to assist the public in their dealings with such bodies; information about local clubs and societies, adult education facilities, sports organizations and places of entertainment.

1.16 Information for visitors to the area, including details of hotels, places to visit, and a diary of events.

Providing information

1.17 Accept responsibility for producing accurate up-to-date answers quickly, impartially, and - where appropriate - confidentially.

1.18 Be prepared if necessary to seek information outside the library's own resources, including other libraries, specialized agencies and unpublished sources.

1.19 Be prepared, in return, to handle enquiries referred by other agencies.

1.20 Train staff in branch libraries to act as information referral points for their localities, and ensure that central departments can handle their requests.

1.21 Publicize the information role of the public library through talks, printed publicity, local radio and television, and direct contacts with local bodies.

1.22 Offer instruction in the use of the library's information sources, and publish explanatory leaflets, including leaflets in minority languages. Prepare recordings on tapes, and in embossed type, for handicapped readers.

1.23 Provide an information board to carry public service information, and details of the aims and programmes of local organizations.

1.24 Take a lead in stimulating and coordinating local activities, and encourage organizations to contribute to a consolidated diary of local events.

1.25 Compile bibliographies and suggested reading lists on request.

1.26 Provide accommodation on library premises for other specialized community information services; coordinate the work of information and advice agencies throughout the community.

1.27 Ensure that effective reference and information facilities are available at all times when the library is open.

1.28 Give advice on the use and understanding of sources, but not on their interpretation. When necessary, refer enquirers to appropriate specialists. Legal and medical information, in particular, should be given verbatim from published sources, without comment.

1.29 Place no restrictions on transmitting any information which is publicly available.

1.30 Provide a regular - perhaps weekly - 'current awareness' service, indexing and/or abstracting new material in specific fields. Such a service might be directed particularly to official departments, institutions, industrial and commercial firms, and other organizations and individuals. Monitor its use to evaluate costs and benefits.

1.31 Accept enquiries by post or telephone, as well as by personal visit.

1.32 Provide computer terminals with which to obtain information from remote databanks, and use them whenever they will increase the efficiency of the service.

Charging for information in public libraries

1.33 The provision of information is an integral part of the public library's service. As such it should normally be provided without charge, though some restriction may have to be placed on the amount of staff time which can be devoted to an enquiry. (See para.1.14). The fact that some information is now available not ony from published documents but also from computerised databanks should not be allowed to undermine this general principle. To obtain access to such information by means of a terminal in a library is often quicker and more effective than familiar manual methods of searching. The costs, however, being more easily identifiable, may sometimes seem high, and some library authorities are known to take the view that they are unable or unwilling to introduce this facility if they are required to bear the full cost of its use.

1.34 IFLA's Working Group on the Impact of Technology on Public Libraries has argued that at the beginning of an era in which information will become more and more important for the individual and for society as a whole, it is not logical to propose restrictions on free access.* Any introduction of charges is bound to restrict access to some information to those who can afford to pay for it. It is also contrary to the public library tradition, to the spirit of the Unesco Public Library Manifesto, and to public library legislation in most enlightened countries.

1.35 The Working Group which has prepared these guidelines recognizes strong objections in principle to imposing any charges for access to information, and has been reluctant to appear to acquiesce in the practice by discussing limitations which might be imposed on charges. Nevertheless, the following guidelines have been drawn up to assist any library authorities which feel obliged to choose between making a charge for access to computerised information, and failing to provide it:

1. No charge should be made unless use of the computerised service is specifically requested; use at the discretion of library staff should not be subject to payment.
2. Staff dealing with information inquiries should be free to use whatever sources seem, in their professional judgment, to be most appropriate.
3. The charge made should not exceed to cost of computer time used.
4. Requets for information by individuals should be distinguished

*Impact of Information Technology upon Public Libraries. Report of a Working Group under the IFLA Section of Public Libraries. 1984.

from those received from firms and commercial agencies: the former should be exempted from charges for a specified minimum period - perhaps five minutes of computer time.

1.36 The practice of obtaining publications and information from other external sources to satisfy requests should not be subject to charges, though photocopies specifically requested for retention by the user may be charged for at normal commercial rates.

Information about the locality

1.37 Each public library needs to be a main research library and information centre on matters concerning its own locality.

1.38 Aim to preserve a comprehensive collection of printed material about the locality.

1.39 Maintain a subject index of local material, incorporating an index to local newspapers.

1.40 Maintain a pictorial record of the area, both past and present, and encourage the deposit of prints, photographs and other material of local topographical, biographical and sociological significance.

1.41 Maintain good liaison with any other institution concerned with the provision and preservation of local information and archives.

1.42 Sponsor or encourage a local history study group, and the publication of research studies about the locality.

1.43 Undertake publication, by the library, of bibliographical aids to local studies, and of material for students from the library's own collections.

Activities for children

Many of the foregoing points are relevant to all age-groups. However, a programme of activities specifically for children encourages them to feel that visiting the library is an enjoyable and interesting experience. It can also play a more positive part in stimulating intellectual and social development. A well-planned programme of activities will encourage the use of the books and other materials in the library, and hence the interests which these promote, and will supplement them by involving the children in creative activities of many kinds. The range of activities need be limited only by the imaginativeness of the staff and the resources available in the library and the community. The following are merely a few examples.

1.44 Arrange talks, stories, readings, practical activities, hobby evenings and competitions, all designed to encourage participation by the children and to stimulate exploration of the library's resources.

1.45 Invite talented and interested adults - preferably professional performers and craftsmen, or skilled amateurs - to display, demonstrate and talk about their own occupations or hobbies.

1.46 Build upon the children's own hobbies, sports, experiences and interests.

1.47 Stimulate the children's own talents and creativity by helping them to run their own clubs, and to write and produce their own plays and exhibitions.

1.48 Encourage even the youngest children to enjoy family visits to the library by providing toys and games as well as books and pictures.

1.49 Mount and display collections of children's work, including drawings, photographs, assessments of books they have read. Maintain close liaison with schools.

1.50 Ensure that children who come to the library receive a general introduction, appropriate to their age, to its arrangement and use. This will often be achieved through organized visits by school classes.

1.51 Encourage children to help in the running of their library.

Cultural and social provision

The public library is inevitably one of the major cultural and social centres within its community. The extent to which this role should be developed depends on five main considerations:

1. What other facilities are available in the community? Wasteful duplication should be avoided - but duplication is not always wasteful.
2. If facilities are needed, is the public library the most suitable place in which to provide them?
3. Should the library itself sponsor a cultural or social programme, or should it encourage other organizations to make use of library accommodation?
4. Are existing library premises adequate and suitable, or can they be extended as necessary to accommodate the facilities contemplated? (On the flexible use of space, see para. 4.14).
5. Will there be any benefits to the library itself in being associated with the provision of additional cultural or social facilities?

The following are examples of cultural and social activities which have been, or might be, provided in public libraries. Though they may often be informal in character, they will be most effective if provided as part of an organized programme.

1.52 Exhibitions, lectures, films, concerts, recitals of music or poetry.

1.53 A club for old people, possibly including evenings of personal reminiscences which would be worth recording for the library's local collection.

1.54 Headquarters for a community services committee.

1.55 Rehearsal accommodation for local music groups.

1.56 Cultural presentations by ethnic minority groups, including women and children; occasional more ambitious multi-cultural festivals.

1.57 Publication parties for new books, particularly by local authors.

1.58 The opportunity for other groups in the community to hold meetings or other activities, public or private, in a room or hall suitably equipped and of appropriate size.

Services for handicapped and disadvantaged people

Readers suffering from physical handicaps or confined to residential institutions should be enabled as far as possible to make use of the full range of library services generally available. Meeting their special needs may require liaison with national and local organizations, and the provision of library facilities in their own homes or institutions. One major problem which faced many libraries is that of identifying those members of the community whose handicaps prevent them from making full use of the library service. This can be achieved through publicity, the help of other agencies which cater for their needs, and through the recommendation of friends. Services which might be provided by the public library include the following.

Housebound readers

1.59 Home delivery services, using either library transport or local volunteers. Such a service should be the responsibility of a professional librarian, who should personally undertake a proportion of the visits. Policy regarding loans to housebound readers should be generous: no strict limit to the number of books or other media which may be borrowed at one time, careful regard to individual needs and interests, and prompt attention to specific requests. should be on a pre-arranged, regular basis, at intervals of 2-4 weeks.

1.60 From time to time special arrangements should be made, perhaps with the help of local organizations, to bring to the library many of the readers who are normally housebound. They can then see all that the library has to offer, and hence be better able to make good use of its services. Such visits also provide a change of scene, and a social gathering which can be made the occasion for a programme of library-based interest and entertainment.

Readers in hospitals, residential homes, day centres, prisons and correctional institutions

1.61 Services to hospitals and prisons should be provided by public libraries as an integral part of their service to the community.

Costs of administration, staff and materials, however, may be shared with the institution on an agreed basis. In hospitals, the public library may be responsible both for staff libraries and for services to patients, under the control of a single professional librarian or a coordinated team.

1.62 In all such institutions, the facilities provided should include the normal range of information and request services, and it will often be helpful to introduce inmates to their home libraries when they are discharged.

1.63 Public libraries which serve many institutions may need a special department for the purpose, with trained staff working both at headquarters and - by arrangement - within the institutions concerned.

1.64 Old people's homes, residential institutions and day centres are commonly served by unstaffed 'deposit collections', exchanged regularly and supplemented by period visits from a mobile library with professional staff. Larger homes and institutions may need a trolley service to individual rooms.

Blind people and others with reading handicaps

1.65 There are many people in all countries who find it difficult or impossible to read a normal printed text as encountered in a book or newspaper. They include dyslexics, aphasics, those who find page-turning difficult, and those who have never learned to read well. Public libraries have a responsibility to do their utmost to satisfy the needs of such people. They can often make good use of talking books and other audio material - though these are provided mainly for blind people -and of books and other printed materials which have been specially designed to make them easy to read.

1.66 Embossed literature and 'talking books' are normally made available to the blind through national organizations. In some cases the provision of talking books is assisted by public libraries through a system of decentralization. Elsewhere, the role of the public library may be to ensure that people are aware of the services available, or to act as local delivery points.

1.67 The range of talking books available is inevitably limited, and libraries can help by making special needs known to the relevant organizations and publishers.

1.68 Libraries can also make recordings themselves to meet urgent local demands, but copyright problems may sometimes have to be overcome before this can be done.

1.69 National and international news is widely available to blind people on radio, and sometimes by nationwide talking newspapers produced by libraries and organizations for the blind. A role more clearly suited to local public libraries is the production of a talking newspaper containing local news and information.

1.70 A selection of large-print books for the partially sighted is a normal part of public library provision.

1.71 Public libraries should cooperate in all possible ways with organizations providing tuition for sighted people who need training in literacy. Their main role is to ensure that suitable materials are available, and if necessary to provide convenient and congenial accommodation where tuition can take place.

1.72 Video-recordings for deaf people may be available from national agencies, or they may be provided by public libraries in the same way as talking books.

Ethnic and linguistic minorities

Ethnic and linguistic minorities may be unable to make full use of the public library services generally available. They are often unable to read the language of the community in which they are living, and many may be weak readers even in their own language. They also have additional needs as a result of their different cultural patterns and problems of harmonizing with the majority community. Many, also, are likely to be at a disadvantage socially and financially compared with the rest of the community. For all these reasons they need special services from the public library.

1.73 Public libraries should take positive steps to identify the needs and problems of ethnic and linguistic minorities in their own areas, provide requisite materials and services and encourage their use.

1.74 Central organizations with responsibility for libraries can assist by establishing liaison with relevant national bodies which represent the interests of minority groups.

1.75 Local leaders of minority groups should be approached to ensure their understanding of the libraries' services, and to enlist their cooperation in encouraging their use.

1.76 The employment, even part-time, of staff with appropriate linguistic abilities is very desirable.

1.77 Materials, including newspapers, in minority languages, often have to be obtained from their countries of origin. National organizations or specialist booksellers may be able to assist in this, or several library systems with similar needs may arrange to act collectively.

1.78 When several small minority communities have a need for printed or audio-visual materials in the same language, it will often be inefficient for each library to try to satisfy their needs individually, each with its own very limited range of material. Cooperative arrangements to circulate a wider range of material among the several library systems concerned may be more satisfactory. Alternatively, a national loan collection of such material might be established to supplement local holdings.

1.79 Information sheets in minority languages, describing the library services and other local facilities, need to be produced and distributed, mainly through the groups' own community organizations.

With encouragement and assistance from the library, these and other publications might be produced by members of the minority community themselves.

1.80 Children from minority groups face particular difficulties if they are to live happily within an alien community without losing their own cultural heritage. Libraries need to be aware of this danger, and provide adequate materials about the history and culture of the countries from which immigrant groups have come, and books and periodicals for children in their own languages.

1.81 Ethnic minorities can enrich the life of the communities in which they live by preserving their cultural traditions and continuing as far as possible to practise their own customs. The public library can assist in both these processes by promoting performances and exhibitions of traditional life and culture.

1.82 The majority group within each community may need help in understanding the different cultures and backgrounds of the minority groups in their midst. For these too the public library is a main source of information and guidance.

Services to schools

These guidelines are concerned with public libraries, not school libraries. (For the multi-purpose library, see para. 4.21). Each school needs its own library, which may rely for support either on the public library or on a separate organization. Whatever the situation, the public library will need to provide assistance both to individual teachers and to children.

1.83 A close working arrangement needs to be established between the public library and local schools, to ensure the best coordination of their resources.

1.84 When school libraries are weak, or non-existent, the public library may need to provide stronger support, including the loan of general reading collections and of material relevant to specific topics in the curriculum.

1.85 Children need to be introduced from an early age to the wider resources available to them through the public library. Class visits should be encouraged, preferably related to work currently being undertaken in school. A programme of several visits throughout school life will enable the children to become familiar with the extent, organization and use of the collections, at a level matching their own increasing needs and abilities.

Chapter 2

MEDIA OF COMMUNICATION

Public libraries cannot discharge their responsibilities solely by providing access to books and other printed materials. Although these remain the most numerous and obvious means of communication, they must be supplemented more and more by other audio-visual media, and by information sources to which access must be obtained by electronic means. In some fields indeed these may be more important than books. There need be no limit to the sources to which the public library may turn to meet the need for information: manuscript notes and the personal knowledge of experts may sometimes be more useful than published materials or computerised databanks. No materials other than those prohibited by law should be barred from inclusion in library collections, and a wide range of viewpoints should be offered on controversial issues.

This chapter will deal successively with printed books, periodicals, audio-visual materials, and computerised sources of information.

PRINTED BOOKS

The public library provides books and information for people of all ages and all interests. Some wish to find a selection of books which they can read for pleasure, or which will arouse their interest; some, with interest already aroused, seek books on specific subjects at a level suitable to their needs. Some have reading interests which they share with many thousands of others; some have more specialised needs, or wish to pursue their interests to a greater depth or in greater detail.

Collections for lending

2.1 A 'balanced bookstock', including a comprehensive collection of standard works in all fields, the main literary classics, and representative publications in other main languages, should be the aim within any large library system, taken as a whole. The depth of coverage in each field should be related to potential demand within the area.

2.2 The main factor determining the scope of the bookstock in each individual library should be the balance of local tastes and interests: but the library's role in encouraging new interests and broadening horizons should not be overlooked.

2.3. Small service points cannot afford to carry stock which will occupy the shelves unused, but they should be able to demonstrate the full range of resources available.

2.4. For the browsers, the readers for pleasure, and those with interests of a popular kind, each service point should be able to provide a choice of relevant material, with something fresh at each visit.

2.5. When shelf stocks are small it is necessary to organise a regular movement of books from one library to another to ensure that the choice available to any one reader is constantly refreshed.

2.6. The reader with more specialised needs cannot reasonably expect to be satisfied consistently from the open shelf stock in a small service point, but staff can ensure that relevant books are made available.

2.7. Facilities should be available in all service points for readers to request specific titles, or books on specific subjects.

Open shelves and reserve stock

2.8. The bookstock within a library system will usually consist of the working stock on open shelves at each service point, and a 'reserve' stock which may be housed centrally or distributed among larger libraries.

2.9. The working stock consists of books which are individually in demand, books on subjects of current or perennial interest, or books which demonstrate the breadth and depth of the library's resources.

2.10. The reserve stock consists mainly of older books still likely to be needed from time to time. It is usually accommodated in stack rooms closed to the public, though limited access may sometimes be permitted. In some countries libraries are encouraged to deposit little-used books in national or regional reserve collections, for the use of all. Any reserve stock is expensive to house and administer: it should not be allowed to expand regardless of potential value.

2.11. Efficient means of reference to, and withdrawal from, the reserve stock should be available to all service points in order that full value may be obtained from the investment which it represents.

2.12. Each service point is likely to build up its own small supplementary reserve collection, containing duplicate copies, books in seasonal demand, and others waiting to refresh the shelves. These collections should be kept to the minimum needed for convenient stock maintenance.

Reference books

2.13. All books in the library are assumed to be available for consultation on library premises. Some, however, need to be available for consultation at all times, and so cannot be loaned. Most of these are 'quick reference' books whose contents are arranged in a systematic way to facilitate use. They include dictionaries, directories, atlases, and yearbooks of many kinds. Even the smallest service point is likely to need a few of these books to answer simple enquiries. Duplicate copies of some of them should be available for loan.

2.14. The size of the quick reference collection will increase with the size of the library. Although the collection should be intended to anticipate demand, the temptation to build up an unnecessarily comprehensive range of expensive publications should be resisted.

2.15. In addition to quick reference books, larger libraries need to provide a collection of standard works for reference and research use. The scope of this collection should be related to likely needs and demands and to other reference facilities available in the vicinity - for example, in university or college libraries, special libraries and information services.

Local studies

2.16. In this field public libraries commonly aim to provide comprehensive research collections. They include, and permanently conserve, published material relating to the locality, both past and present, in all media; local ephemera; and prints, photographs, maps and other local records.

Books for children

2.17. Children under fourteen years of age are likely to constitute at least 25-30% of the population, and can be expected to read more voraciously than adults. These factors need to be reflected in library collections.

2.18. The public library begins to serve children in their earliest years, by providing picture books or simple stories to be read aloud by parents or friends. This experience, enjoyable and valuable in itself, can profoundly influence the child's future attitude to books and reading.

2.19. Books provided for children should be produced to the highest standards of writing, illustration and production, thus encouraging an early appreciation of books themselves as well as of their contents.

2.20. Children, like adults, need to use reference books in connection with their studies and their other interests, and also to satisfy their natural curiosity. As they grow older, many of their needs will be best satisfied through access to the main (adult) reference collection, but there will be a need to provide simpler dictionaries, encyclopedias and other works specifically designed for younger children.

A checklist of material to be considered for inclusion in book collections at each service point

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For adults

Non-fiction on all subjects of general or local interest, at different levels, and in proportions related to needs; simple guides and practical manuals, standard works and popular light reading; books to open minds and broaden horizons.

Selections of more specialised books related to the known interests of users but serving also to demonstrate the wealth of material available in the library system as a whole.

Imaginative literature: poetry, drama and fiction, including popular, standard and classical writings, and new and experimental work by young authors.

Representative works in the main world languages, and in minority languages used in the area served by the library.

Maps and guidebooks.

Special collections on the locality, and on commerce, technology, agriculture, etc., according to local needs.

National and international official publications.

Quick reference books in up-to-date editions, and other standard reference works.

Pamphlet collections: holiday guides, transport timetables, trade catalogues, etc.

Material to assist training in literacy.

Books for immigrant and ethnic minority groups, in their own languages and about their own countries and cultures.

Large print books for the partially sighted.

Embossed books for the blind (unless they are provided by other agencies).

Playsets for group reading.

Sheet music, and music in sets of orchestral parts.

For children

As for adults wherever relevant, but with the following special emphases:

Picture books and simple stories.

Imaginative literature for each age group, specifically designed to be attractive to children.

Factual books and simple discussion books, on all subjects and at various appropriate levels, attractively presented to arouse interest and encourage children to explore new fields.

Dictionaries, encyclopedias and other reference books designed especially for young people.

The management of book collections

2.21. Bookstocks need to be constantly refreshed. Bookfunds should be sufficient to allow the library system to acquire new purchases relevant to its objectives and to its users' needs.

2.22. Library users entering any service point should expect to find that about a quarter of the books on open shelves are less than five years old.

2.23. Older books need to be weeded out when they are physically worn out, out-of-date, or no longer of current interest. Good physical condition alone is not sufficient reason for keeping a book on a library's shelves. The useful life of some books may be extended by transferring them to other service points where they will find new readers.

2.24. In large libraries with a heavy volume of use, the average use per volume in any given period will be higher than in smaller and less well used service points. The proportion of funds required for stock replenishment will therefore tend to rise as a library becomes established and stocks grow.

2.25. In some developing countries in particular, home book production may not employ a high standard of paper and binding, and physical deterioration may be a very serious problem. This should be allowed for in the allocation of funds for the maintenance and development of bookstocks.

2.26. Books purchased in paper covers will have a longer life if they are bound or laminated before use. The cost of this must be justified by increased life-expectancy. Many books published in publishers' casings will need to be rebound later in their lives, before they become unusable. Regular review of the need for binding, and of the funds needed for this purpose, is therefore of the utmost importance.

2.27. Public libraries may sometimes become aware of, or may themselves generate, a need for certain books which are not currently available. On this, and on the quality of book production, librarians and their organizations can give knowledgeable advice to publishers.

2.28. In some circumstances library authorities or professional associations may themselves undertake publication to fill gaps in the materials available. For example, this may be appropriate when each service point of a large library system needs to have access to a similar compendium of local information.

2.29. Once acquired by the library, books need to be catalogued, displayed, and made accessible to users. . The catalogues, which may be arranged by authors or subjects (or both), serve to identify the materials which are in stock and their location within the library system. Many countries provide a centralised service for the production of catalogue entries, possibly linked to a national bibliography. Within each library system the production of catalogues is also usually centralised, copies being made available throughout the system. It is important to be able to locate wanted books quickly, both within the library system and outside it. Simple means of transferring books from one service point to another without laborious recataloguing are also desirable.

2.30. Although many library catalogues are still on cards, all these problems are now most easily solved by the use of a computerised catalogue, which can be linked if required to a computerised issuing system. Such a catalogue is usually made available at service points on microfiche because of the cost and inconvenience of paper print-out. However, a computer catalogue 'on-line', using a visual display unit with print-out only on demand, is likely before long to become the norm.

2.31. When the majority of users can be expected to be seeking particular books, or books on known subjects, strict adherance to systematic classified order on the shelves is desirable. There are advantages in securing the adoption of a common classification scheme within a single country.

2.32. In smaller service points, or in those sections of larger libraries where these conditions do not apply, a less formal grouping on the lines commonly adopted in bookshops, may be more helpful to users who have no pre-determined book or subject in mind. Broad subject displays which bring together related material - not necessarily books alone - from different parts of the library may be particularly helpful, especially when the subject is of topical interest.

PERIODICALS, INCLUDING NEWSPAPERS

2.33. Many periodicals are designed to be read, or looked at, for pleasure, and then discarded. If provided in public libraries they are unlikely to be retained permanently in stock. Such periodicals often contain well-written articles on topics of current interest, and these may sometimes be worth extracting and including in the library's information files.

2.34. A second group, containing material of greater substance, social content, and more permanent value, provides the pool from which most public library acquisitions are likely to be drawn. Many periodicals for ethnic minorities and other sections of the community with special interests are likely to be in this group. Files of back numbers are usually retained as long as they are in demand, or provide useful information sources.

2.35. A third group, mainly the journals of learned societies and other research bodies, retain permanent value. Although they may attract a relatively small group of subscribers and readers at the time of publication, they will subsequently be referred to in subject indexes and other articles and research papers, and will therefore be asked for by name from time to time in libraries. Periodicals of this kind at one time occupied a most important place in the stocks of public libraries. The extent of their provision has more recently been reduced by two factors: their increasing cost, and the greater ease with which it is now possible to obtain or borrow copies from national and specialised collections when they are specifically required.

2.36. In some countries the cost of subscriptions to newspapers and periodicals is considerable, and their management in libraries, involving acquisition, checking, indexing, displaying and filing, can be burdensome. However, periodicals contain current opinions and up-to-date news and information to supplement the book collection. Their value must be assessed carefully in regard both to current interest and to future research potential. In the case of newspapers, the importance of giving access to a variety of points of view needs to be given due consideration.

2.37. The binding of periodicals into volumes, even if they are intended to be retained for permanent reference use, is not usually to be recommended. Although binding offers some protection (particularly against the loss of individual issues) it makes transport and photo-copying more difficult, and has the effect of putting a whole volume out of use whenever a single article is being consulted.

AUDIO-VISUAL MATERIALS*

2.38. Audio-visual materials in libraries include audio recordings (mainly discs and cassettes), slides, tape-slide programmes, filmstrips, film-loops, cine film, video recordings (mainly cassettes), computer software and overhead projector transparancies. (It is sometimes found convenient to include microforms, though these are usually reproductions of the printed word). Simple graphic and pictorial formats such as prints, photographs, posters and diagrams should also be included.

2.39. People nowadays are accustomed to aural and visual presentation. An ever-increasing amount of material is being produced in audio-visual formats, and these therefore form an increasingly important part of an integrated library service. They are particularly relevant for use with pre-school children, people in hospital, and those with reading problems of any kind, or difficulty in holding a book or turning a page.

2.40. In many instances audio-visual formats are more effective than their print-based counterparts. For example, movement is more readily understood if it is portrayed by moving images on film or videotape, sound recordings are indispensable for the study of birdsong, and foreign languages are more easily learned through the medium of sound recordings. In no circumstances should audio-visual materials be regarded as an additional luxury in library provision: they are necessary components in a fully integrated library service, complementary to the printed word.

2.41. The use of most audio-visual media requires special equipment, much of it dependent on the availability of electricity. In some countries this - and the difficulty of getting equipment serviced - may restrict use. Battery operated tape recorders and slide projectors however are widely available and could themselves be lent by the library.

2.42. Listening and viewing equipment of all relevant kinds needs to be provided in the library so that the materials can be used on library premises, tried out before they are borrowed, and checked by the staff on return. Group viewing and listening will usually be possible once equipment is available. The individual use of audio materials in the library requires the provision of headphones or soundproof booths. The provision of 'workshop' facilities, where individuals can make their own audio and visual recordings, should not be overlooked.

2.43. Library staff should themselves make use of audio and visual recording equipment to build up local collections of dialect speech, customs, folk-songs and reminiscences. Reference has been made elsewhere to the making of talking books and newspapers for the blind. In all these activities care must be taken not to infringe copyright regulations.

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*This section has been based on the statement on provision of audio-visual materials in public libraries, prepared by IFLA's Round Table on AV Media. (See Appendix III).

COMPUTERISED INFORMATION

2.44. In many countries computerised information sources are already accessible through at least the main public libraries. Teletex systems using television screens, which are available in some countries, may be operated directly by members of the public. Terminals giving on-line access to databanks also have a growing application in public libraries. The availability by such means of information which is not conveniently available in any other way will encourage their rapid proliferation in developed library systems.

2. 45. Libraries have two roles in regard to computerised information: to provide access to information already available, and to contribute to the creation of new databanks, particular containing bibliographical and local service information.

2. 46. The use of computer programmes in library housekeeping - for cataloguing and issue systems for example - has already been noted. Computer games and educational programmes can be a popular and instructive addition to library facilities for both adults and children.

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Chapter 3

S T A F F I N G

Public library services vary according to the needs of their communities and the resources available. Each library system and service point provides a unique combination of materials, equipment and services. Library staff need to be similarly varied in their personal qualities and qualifications. They may be broadly categorized as follows:

Professional librarians. Qualified by specialized education, usually at graduate or post-graduate level. Responsible for the planning and management of services to meet the needs of the community, the selection and administration of collections, assisting library users, and maintaining effective liaison between the library service and its community.

Clerical staff. Employed, both in offices and in public departments, on a wide range of tasks which do not call for professional qualifications. Clerical staff however do need a variety of skills, and hence training courses of various kinds.

Manual staff. Mainly cleaners, porters, janitors and drivers.

In addition to these, large libraries may employ staff in other categories:

Other professionals concerned with the organization, conservation and exploitation of media of communication in particular fields. They may be subject specialists, or qualified for example as archivists or information scientists.

Administrators, many of whom are likely to be qualified librarians.

Technicians responsible for audio-visual or electronic materials and equipment, book-binders and repairers, display artists, etc.

Staff must be sufficient not only in total numbers but also in each of these categories. In particular, there must be sufficient professional librarians to carry out the tasks which require their training and skills.

Professional librarians

3.1. At least one professionally qualified librarian should be available in each service point or separate department where the volume of work justifies this, or where the service would otherwise fail to give maximum value to the community.

3.2. The volume and nature of the work in very small service points may not justify the presence of a professional librarian at all times, but these service points should at least be under the general supervision of a qualified librarian.

3.3. All clerical staff employed in public departments need to be fully aware, through their training, of the resources on which they can call, and should be able at short notice to seek information and advice from a qualified librarian.

3.4. The team of professional librarians within each library system should include specialists responsible for each of the main areas of service. When a specialist department - concerned for example with technical information or music - is well developed and well used, a team of such specialists may be needed, either concentrated at a central point or distributed among major libraries.

3.5. It is particularly important that library services to children should be the responsibility of specially trained librarians, and that all members of the staff engaged in general services to the public should be aware of the special needs of children and able to assist them in the library.

3.6. All specialists need to be able to contribute to the service as a whole, both within their own special fields and as members of management teams. Care must be taken that their responsibilities within special fields do not infringe those of librarians with overall responsibility for regional, district and branch libraries and for other areas of administration. To these, the specialist may act as adviser or consultant, the ultimate responsibility for the service remaining with the head of the library or department.

3.7. The public library should as a matter of course establish good relations with subject specialists of many kinds outside its own organization. Some of these may be in libraries elsewhere, others in other establishments or in private life. All are likely to he assisted in some way by the public library service, and many will be able and willing to help from time to time with their special knowledge and advice, if called upon informally to do so.

Numbers of staff

3.8. Many factors affect staff requirements in public libraries. They include the size and composition of the population served, the extent of its demands on the library, the range of services provided, the number of service points and the hours during which they remain open.

3.9. In the past, recommendations regarding staffing levels were related mainly to population, but such recommendations could provide no more than a basis for more refined assessments. It is self-evident that a well-developed service which is heavily used requires many more staff than a rudimentary service for the same population. Good service generates a high level of demand, and although it is therefore more costly to maintain it gives greater benefit to the community in return.

3.10. In any community there must be sufficient staff, in each category, to carry out the functions allocated to them with the resources at their disposal. Staff requirements on this basis need to be kept constantly under review. Valid conclusions can be drawn only from a process of scientific work measurement in which the factors noted above can be weighted according to local conditions. Comparison with strictly similar conditions elsewhere may provide useful guidance.

Part-time staff

3.11. There may often be a need to employ staff on a part-time basis. Even among some professional librarians part-time employment may have some attractions, and there are benefits to employers in the greater flexibility which it makes possible. More commonly, it is likely that the clerical staff in remote branch libraries, open for a few days each week, will be recruited locally and employed only for those limited hours of duty. Part-time clerical staff pose special training problems if they are to identify fully with the aims of the library, and be aware of its ramifications. Most, however, prove to be exceptionally loyal and enthusiastic.

3.12. Because of the difficulties involved in providing relief staff from elsewhere, it is desirable that every remote library should be able, at short notice, to call upon local people for casual part-time employment in the event of sickness or other unavoidable absence of permanent staff. Standby staff need to be identified, trained, and given some practical experience before it becomes necessary to ask them for assistance in an emergency.

Personal qualities of library staff

3.13. Work in a public library provides scope for many talents. Circumstances vary from country to country, but the skilled use of organized collections of information requires the ability to communicate with people, sympathise with their needs and inspire their confidence. This calls for an out-going personality and some of the skills of a social worker. To track down their references and elucidate their problems may require a good general knowledge and the mind of a scholar. Because most public libraries serve communities of mixed race, religion and cultural traditions, and play an important part in assisting their harmonious development, librarians need to be sympathetic to such a role, able to relate to people of different backgrounds, and positive in identifying and meeting their needs impartially.

Since public libraries nowadays offer wider services than the provision of books and information, the successful librarian will need flair, vision and imagination to anticipate community needs and identify opportunities for improving the library's contribution towards meeting them.

Education and qualifications

3.14. **Educational standards demanded on recruitment must have regard to the current labour market. They should not be excessive in relation to the tasks to be performed. The division of work among the respective recruitment categories should relate to their qualifications and aspirations.**

3.15. **Professional education promotes an understanding of the role of libraries, and hence an ability to contribute to their development in response to perceived needs. It now customarily preceded employment in a library.** Most countries have their own schools of librarianship. If they do not, then intending professional librarians must obtain their professional education and qualifications elsewhere. After qualification, all professional staff need to keep in touch with developments by wide reading and by attending courses.

3.16. It is in the interests of employers and their chief librarians that they should maintain close liaison with schools of librarianship. In this way the schools will be better able to understand their ever-changing needs, and they themselves will remain aware of the aims and methods of professional education. Lecturers in schools of **librarianship, and their students,** need to be closely involved with current practices in public librarianship, and to have opportunities for practical experience in this field. The sympathetic cooperation of senior librarians will assist in this.

3.17. **It will become increasingly recognized that non-professional staff also need to attend educational courses on the ever-changing role of the public library. These may necessitate absence from existing employment with the agreement of employers, in whose interest the courses are provided.**

Training

3.18. Training is complementary to education. It enables staff to understand the working of a particular library system, and to carry out effectively a specific range of tasks within that system. In addition, retraining and refresher courses prepare experienced staff for new responsibilities, as practices change or in preparation for a change of post within the system.

3.19. Training, therefore, is a means, which no employer can afford to ignore, **of sharpening the abilities and developing and retaining the interest of staff, and of ensuring the maximum value from their services.**

3.20. The need for training applies both to professional and to non-professional staff. For the latter it may sometimes have to stand alone, without any background of theoretical education.

3.21. Training will often be carried out systematically within a single library authority, where it can provide a planned programme of staff development. Courses on matters of wider relevance, however, may also be provided in library schools and other educational institutions. Senior librarians and employing authorities will wish in their own interests to encourage and assist staff to attend these courses, as well as other meetings which help to increase professional competence and awareness.

3.22. In large library systems a specialist member of staff may be given general

responsibility for personnel and training, including the organization of staff training programmes and liaison with schools of librarianship.

3.23. All members of the library staff, and especially those who work directly with the public, need to have a good knowledge of the whole of the library system and its services. For those whose work cuts them off from most of their colleagues - in small branch libraries for example - it is especially important to be able to deal confidently and competently with most problems as they arise, and to know where to apply if necessary for additional information or advice.

A checklist of background information required by every member of the staff

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The objectives of the library service

The national library background

The local community and local government background

The function of his/her own branch or department, and its relevance to the service as a whole

The contribution which his/her own job makes to the service

The names and duties of other people in the same department, and of main contacts elsewhere

Conditions of employment: salary, hours, holidays, promotion and career prospects and the experience and qualifications which will be required **at each stage**

Staff management

3.24. The staff of a public library may be organized in a hierarchy, with clear lines of delegation, or in teams which have shared responsibility for particular aspects of the service. Each member needs to know his place in the system, and the extent of his own responsibilities. It is the task of management to provide a structure within which the maximum success and satisfaction can be achieved.

3.25. **Within each community some allowance of staff time should be made for work outside the library, including assessment of needs and promotion of services.**

A checklist: five tools of library staff management

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1. A statement of the objectives of the service as a whole, and of each branch and department within it.

2. An organization chart showing responsibilities and relationships for all members of staff in each branch, department, team or working group.

3. A job description for each post, indicating in general terms the duties of the post and its relationship to others.

4. A staff manual, available to all staff members, giving clear instructions on matters of common concern. (This manual will need piecemeal revision from time to time. A more comprehensive review, possibly linked with a review of working procedures, might be undertaken at, say, ten-yearly intervals).

5. Timesheets and duty schedules prepared as necessary within each department.

3. 26. In a public library system, as in any other organization, high staff morale can be assisted by good communication. All members of the staff need to know what is happening elsewhere in the organization, and they need to be able to contribute their own criticisms, ideas and suggestions, and thus become involved in the management process. They also need to establish good relations on a personal level with their fellow workers - all the more important when workplaces are in widely separated locations, as public library branches tend to be.

A checklist: aids to good communication and staff morale

Staff manual

Noticeboards and news bulletins (for both administrative and social information

Small staff teams, working in official time, appointed to make recommendations on specific problems or developments; to include staff drawn from all relevant levels, including both experienced specialists and inexperienced trainees

A representative management committee in each branch or department

Occasional (and well-prepared) meetings of the full staff on matters of wide concern

Periodic social events to bring staff together informally, probably organized by a staff association

An annual one-day meeting, or short residential course, for training and social purposes, to bring together part-time staff who are normally employed in isolated branch libraries

An annual one-day meeting between staff and members of the management board or committee, to engage in joint discussion, based on prepared papers, of aspects of library policy and practice.

A senior management team, willing to delegate responsibility and receptive to suggestions and constructive criticisms

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Chapter 4

S E R V I C E P O I N T S

This chapter discusses in a general way some factors relevant to the provision of public library service points. The management of service points is further discussed in Chapter 5.

4.1. The number and distribution of service points within a library system are determined mainly by geographical considerations and the distribution of population. Large towns need libraries with a correspondingly large range of specialized services, some of which may be maintained for the system as a whole. Smaller towns and large villages will need smaller branch libraries, open for shorter hours and providing a more limited range of materials and services, designed to meet the general and special local needs of the area.

4.2. Smaller communities which do not justify a permanent library building may be served by trailer or caravan libraries, which can be towed to a site and left there for a day or two before being transferred to a different location. Possible alternatives to this, used in the same way, are container libraries (delivered by flat-bed lorry and having the advantage of greater spaciousness and a flat floor) and 'roll-on, roll-off' libraries (in which only the shelf units, already stocked, are delivered by van into an existing multi-purpose community room). All these methods are most easily adopted when a group of small communities, fairly close together, are connected by well-made roads.

4.3. Mobile libraries are suitable for serving more scattered populations, or locations which need specialised facilities. In urban areas they can serve pockets of population which are isolated by main roads or railways, and new developing communities which will eventually need static branch libraries.

4.4. The following is suggested as an appropriate order of priorities when setting up service points in a newly-established or developing library system:

1. Provision of a headquarters as a base for planning and administration and for the development of supporting services.
2. Main (or 'regional') libraries in major centres of population. Priority would be given to towns which might provide a service or an administrative centre for a wide area.
3. District libraries in medium-sized towns.
4. Branch libraries in small towns and large villages.
5. Mobile libraries and other services in rural areas.
6. Sub-branch libraries in larger towns.

4.5. When a pattern of service points is being developed in an urban area, two considerations must be carefully balanced: easy accessibility and depth of service.

4.6. A large number of small libraries can provide a basic service within a short distance of most potential users. Libraries of this kind, if well managed and with a constant circulation of stock, can meet adequately most needs for purely recreational reading and provide remote access to the full range of the library's services.

4.7. A smaller number of larger libraries could provide, for a similar cost, a service in greater depth for readers who would travel farther to use it. A well-equipped and amply stocked library of this kind cannot be provided close to every home. But most people travel from time to time to certain focal points in their communities, usually for shopping or entertainment, and libraries which are located in such places will be able to serve users from a wide area. The main consideration is the attractiveness of the focal centre as a whole, not that of the library alone. For maximum effect the library should be close to the main stream of pedestrian traffic, well served by public transport, and with adequate car parking space nearby.

4.8. New public library buildings should be so designed that they do not obstruct use by the infirm and the physically handicapped, and older buildings should wherever possible be modified to facilitate such use.

4.9. The value of a library can be measured only in terms of its service to the community. A central site in a main focal point may be twice as expensive as a fringe site; but site costs are a small proportion of total capital and running costs over the life of a building. If a library on such a site attracts more than twice the amount of use the higher cost has been well justified.

Layout and planning

4.10. It will usually be necessary to provide in each public library building lending and reference facilities for both adults and children, but the relative importance of these varies considerably in different circumstances. A decision about their range and extent must be made before space requirements can be determined.

4.11. The separation of children from adults, and lending materials from reference materials, is customary in large libraries. In small and medium-sized libraries the degree of separation should be kept to a minimum, with easy access from one section to another. Children and parents should be able to enjoy the experience of choosing books together, and older children will often need access to books in the 'adult' section of the library. Children however do need to have a library area which they can feel is their own, even if they invite adults to share it with them. Scale, style of decoration, and some

attractive but unconventional furniture all help them to feel comfortable and at home.

4.12. The transition from childhood to adulthood has usually been assumed to occur at about the age of fourteen, but this is an arbitrary assumption. Some libraries now have separate children's departments only for children under eleven, enabling the staff to concentrate on their more clearly recognizable special needs. Any variation from the traditional pattern has implications for the numbers and training of staff, and for the space requirements and decor appropriate to the children's library.

4.13. It has not been customary to provide separate library departments for teenagers, and it is probably not desirable to do so. It is more helpful to assist their transition to adulthood than to emphasise their temporary separateness. The fact that young people between fourteen and twenty tend to drift away from using public libraries need not cause too much concern: it is important only that librarians should not drive them away by unimaginative selection policies and by a drab and unwelcoming atmosphere in the library as a whole. The attractive presentation of the library, both outside and in, is important for potential users of all ages.

4.14. All public library buildings should be planned to meet foreseeable future needs, preferably based on a projection of up to twenty years. If possible the site should allow for future expansion, and the building plan - including arrangements for heating, lighting and other technical services - should provide both for expansion and for the flexible use of space. Even in large libraries it will often be better to provide areas for different purposes rather than separate rooms or departments. An open-plan building, giving maximum flexibility, may best meet this requirement.

4.15. The functions of a library building should be immediately apparent from outside. The location and design alone can achieve valuable publicity for the services which the library provides. It will often be possible to allow views into the building to enable passers-by to see its services in action. Exterior display cases and a well-planned entrance hall can be used to similar effect.

4.16. A public library should be kept open for as long, and at such times, as the need justifies. In a main city library this is likely to be at least sixty hours a week. Each library building represents a considerable investment of the community's resources, and must be used as fully as possible for purposes which benefit the community. This includes use outside library opening hours, and purposes which may sometimes lie outside a narrow interpretation of the library's function.

A public library as part of a larger complex

4.17. There are many reasons why a public library might be built as part of a larger complex of public buildings. The arrangement may sometimes benefit the providing authority (economy, availability of a site, convenience of unified management of the building), but it may sometimes be to the advantage of the library and the community as a whole. In all cases the suitability of the site for library purposes should be a paramount consideration, and the location of the library within the complex - normally on the ground floor - should be chosen with full

appreciation of the importance of visibility, and the large number of daily visits which can be expected. Complexes of three kinds are identified below.

4.18. Association with related services. Libraries, museums, and cultural centres of other kinds have overlapping interests and many users in common. Each can benefit from a close physical relationship, and there have been many cases of successful joint management.

4.19. Groupings which have the effect of extending the use of the library. The public library is more easily accessible to the staff and users of any other service with which it shares accommodation. Moreover, two services together may justify additional facilities, such as a refreshment counter or a lecture room, which one alone could not always support. A 'community centre', which provides accommodation for a variety of local activities and hence draws in groups with many different interests, might be a particularly suitable partner for a public library. However, a swimming pool, a health centre, and a doctor's waiting room have all been known to share site or premises with a public library with some advantage on both sides. In any joint arrangement of this kind it is important that the separate identity of the public library should be carefully preserved: the library's main function is to provide access to information and to the media of communication, and no added functions, however desirable in themselves, should be allowed to blur or hinder the discharge of this responsibility.

4.20. The multi-purpose library. Each school and college needs its own library, but experience has shown that with careful planning and good management it is often possible for a public library located in the same building to fill that role without detriment to its wider public service. No significant financial savings can be expected from such an arrangement, but worthwhile benefits in service can be achieved. The main criteria for success are as follows:

1. The location of the library, both within the community and within the building, must be satisfactory for all its functions.

2. The design of the library must permit use by the general public and by the school or college simultaneously. Alcoves and shielded areas are necessary for group working.

3. Arrangements for financing and management must be satisfactory to both sides: firm but flexible, with a clear allocation of responsibilities.

4. The librarian must have time to play a full part as librarian of the school or college, as well as carrying out a full range of duties to the public.

Chapter 5

THE MANAGEMENT OF PUBLIC LIBRARIES

A summary of desiderata for the establishment and management of public libraries is contained in the Unesco Public Library Manifesto (see Appendix I). It includes the requirement that the provision of public libraries should be required by law, and in most countries this is the case. Responsibility for public libraries, as for all services provided from public funds, lies with the central or local government authorities which are the main providers of those funds.

Management arrangements vary widely. A committee may be appointed with specific responsibility for the library service; or the public library may be one of several responsibilities of a larger and more powerful committee. The library service itself may form part of a complex of services, perhaps concerned with cultural or educational matters, under unified administrative control.

5.1 Whatever management structure is adopted, the professional librarian at the head of the public library service should have direct access to the board or committee which is directly responsible for the service.

5.2 The commonly understood objectives of public libraries (see page 4) provide a basis for formulating more detailed objectives for each library system. These will be consistent with the general objectives of public libraries, but will reflect specific local circumstances and perceived needs.

5.3 The adoption of these objectives by the managing body must be understood to imply an assurance of continuing financial commitment, making possible the provision of service points, staff, stock and equipment ('input') to support an agreed programme of developing services.

5.4 Although the public library service will be mainly supported from public funds, there need be no objection to accepting grants, gifts or sponsorship from non-public sources, provided that no conditions are attached which damage the normal concept and conduct of the public library service.

5.5 Subsequent processes in the management of a public library system are the same as those in the management of any comparable organization. They follow an annual cycle:

1. Review of needs.
2. Identification of priorities and immediate goals. (If there is not enough money to do everything well, it is better to select priorities than to do everything badly.)
3. Agreement as to the most effective strategies for achieving goals.
4. Budgeting: estimating the resources needed during the ensuing development period, leading to the allocation of funds.
5. Deployment of resources to achieve maximum performance.

6. Measurement of input and performance ('output') on a consistent and comparative basis.
7. Evaluation of performance in relation to input and other comparative measures.
8. Re-assessment of needs and policies.

The administrative unit (See Definitions)

5.6 Public libraries are usually the responsibility of multi-purpose units of local government. The size of these units is not likely to be related specifically to the needs of library administration, though there may sometimes be a choice between allocating library responsibilities to a larger or smaller tier of local government units. A low density of population, and hence large distances between service points, may make it desirable to have small administrative units, or a federal system of administration. On the other hand it is likely that limited economic resources can be deployed most effectively if coordinated over a large area. A relatively small administrative unit may enable a library service to relate closely to local needs; but the greater resources of a larger unit make possible the provision of specialised staff and services which would be uneconomical in a smaller unit.

5.7 When all relevant factors have been taken into consideration, it is likely that the largest available administrative units will be the ones best able to provide comprehensive and efficient library services.

5.8 Cooperation between library systems is necessary at all levels if the best possible services are to be provided. The librarian in a small administrative unit faces a particularly urgent need to establish cooperative arrangements with other library systems in order to enlarge the resources available to him. For the librarian in a large administrative unit the main challenge is to develop local contacts within each regional, district, or branch library area, in order to minimise the remoteness of his central administration.

5.9 Although developed countries have usually related their public library services to units of local government, a coordinated system organized on a national basis could be equally effective in a small country. It might also be especially appropriate in developing countries where the situation is not complicated by existing institutions, and where it is particularly important to ensure the most effective use of limited resources over a wide area.

The public library system as a network

5.10 The concept underlying a 'public library system' is that no single service point should stand alone: each must be able to draw on the support of the system as a whole, and each should be able to provide access to the full resources of the system. Library users should be encouraged to regard their local service points in this way, and the staff and equipment of the service point should be such as to reinforce such a view.

5.11 The network efficiency of a public library system can be assessed by asking questions such as these:

1. How will the staff at a small branch library deal with a request for a specific book not in stock,

or for a specific piece of information?

2. How quickly can such a request reach the librarian best able to deal with it?

3. How quickly can an answer be provided?

4. How efficient, in theory and in practice, are arrangements for locating within the system books and information requested, and delivering them to the enquirers?

5. Are the staff trained, and expected, to use the quickest means possible of satisfying requests?

6. Is the library's equipment - telephones, catalogues, bibliographies, printed forms, staff manuals, directories of specialised staff, inter-library transport, copying machines, computer terminals - adequate for its purpose?
7. Are the library's methods tested by periodic checks on delivery times, etc.?

5.12. For purposes of supervision and training, and the effective sharing of resources in a large system, it will usually be found convenient to organise service points in a hierarchy, with branch libraries dependent to some extent on larger 'district' libraries, district libraries on 'regional' libraries in the main population centres, and these possibly on a main or central library. Administrative offices for the service as a whole may be located in the central library, or in separate accommodation elsewhere.

5.13. Senior specialist members of staff will usually be based at the central library or one of the regional libraries. Administrative arrangements, however, must ensure that their special abilities are made available throughout the system.

(Staff Management is further discussed in Chapter 3)

Management information

5.14. Within each library system, information must be gathered so that performance and progress can be evaluated. The basis of evaluation must inevitable be comparison - with goals, with last year's performance, with the performances of other similar library systems or of other service points within the same system. The collection and analysis of input and output statistics need not be costly, especially if the library's records are computerised. Its value lies in helping to identify effective policies and to eliminate future waste.

5.15. Performance statistics however do not provide answers. They merely make it possible to ask pertinent questions: why has library use increased or declined? Why is one library apparently more expensive than another?

5.16 In addition to the regular monthly, quarterly and/or annual analysis of input/output data, it is helpful to make periodic assessments of specific aspects of performance, such as the up-to-dateness of the shelf-stock, adequacy of subject coverage, and speed with which requests are satisfied.

5.17 The body responsible for providing the library service does not necessarily consist of library users. Other means may therefore have to be found - in addition to the collection and analysis of input and output statistics - to determine the extent to which the service satisfies their needs. The unexpressed needs of non-users must also be considered. It may be useful to establish local advisory committees in each library district, and to commission market surveys.

5.18 Management information, when collected, must be used. (All too often, collection is deemed to be an end in itself!) The conclusions which are drawn, when necessary correlations have been made, become part of the data on which the next cycle of management decisions will be based.

Chapter 6

NETWORKS AND SUPPORT SERVICES

The amount of recorded information and other published material grows steadily greater. Demand for efficient access increases world-wide and the need for it becomes more urgent: ready access to up-to-date information is recognised as a major key to the improvement of prosperity and the quality of life. No single library can expect to meet all the expressed and potential needs of its users. Public library systems, even when organized as efficient networks (see Chapter 5) cannot satisfy from their own resources all the demands for highly specialized materials which can arise in any community. These are often best met by pooling the resources of many libraries, or from national and specialized collections. Technological advances are making it easier to obtain records and information from remote locations by means of photocopiers, microforms, telecommunications and computers.

To provide efficiently for universal access to publications and information can be expensive. The degree of success is bound to be affected by economic constraints. It is important therefore to achieve maximum benefits at every level of provision: by efficient networking within a single library system, by inter-library cooperation, and by the provision of national support services.

A network among a group of libraries

6.1. It is in the interests of libraries of all kinds to participate in formal or informal networks for mutual support. Since the creation and efficient maintenance of a network makes demands on the participating organizations, searching questions need to be asked and answered before even a pilot scheme is undertaken: a network will only be successful if it is seen to confer benefits on users and members which could not be satisfactorily achieved in any other way.

6.2. A first requirement is that there should be a framework within which cooperation can take place: periodic meetings of librarians from different library systems, for example, provide a forum in which problems and possible solutions can be discussed. In many countries the national professional association establishes local groups of this kind; alternatively, senior librarians may make their own less formal arrangements.

6.3. Public library systems may benefit from cooperation with other public library systems, but there may be greater advantages in establishing networks which also involve university, college and specialized technical and research libraries, whose resources are more likely to complement, rather than overlap, those of public libraries.

6.4. The main purpose of cooperative networks is likely to be the provision of access to a wider range of books and other materials. But there are other possible benefits, including the pooling of staff expertise and participation in joint projects such as publications, and the computerised cataloguing and location of materials.

6.5. Cooperation, in which each institution retains full autonomy, may sometimes be extended to coordination, in which group decisions are taken on such matters as responsibility for specific purchases or for developing subject collections. Participating libraries may sometimes need to enter into binding financial agreements to make coordination on these lines possible.

6.6. A public library system usually covers an area which contains several libraries of other kinds, and other agencies offering advice and information services. For this reason the librarian of the public library may be the most appropriate person to initiate any cooperative action.

6.7. Cooperative arrangements can most easily be established between equal partners, where each may expect both to contribute and to benefit. Some large or well-endowed library systems, however, may anticipate little benefit from participation in such arrangements, though their contribution could be vital to other members. For them, it may be necessary to institute compensatory payments, preferably in the form of government grants, though a subscription based on use might be devised within the network.

6.8. Although cooperative networks are most likely to be established among a group of neighbouring library systems, there are other valuable forms of networking which might usefully be established among more scattered systems which share similar problems, objectives or equipment. Modern computer and telecommunications techniques remove any necessity for geographical constraints.

National support services

6.9. Many of the facilities which individual library systems need to supplement their own resources might be provided more effectively by national agencies than by cooperative arrangements. They include:

1. Planning of the infrastructure for library and information services
2. Maintenance and publication of a national bibliography
3. Provision of central cataloguing facilities
4. A centre for library research and methodology
5. Advisory and consultation services
6. Supportive loan collections of books, periodicals, and other media
7. Planned development of computer data-bases
8. Central organization for the design and production of furniture, equipment, stationery and other services.
9. Publishing, bookbinding and publicity

6.10. The initiative in establishing such facilities may be taken by governments or national institutions, by individual institutions or commercial bodies seeking to provide common services, or by professional bodies or groups of institutions which recognise a common need. Libraries and librarians, individually or through their collective bodies, can make an important contribution by arguing the case, whenever they see one, for centralised services for the benefit of all.

APPENDIX I

THE UNESCO PUBLIC LIBRARY MANIFESTO

The Manifesto ir reproduced here in the form in which it was lest issued, in 1972. It still provides a useful statement about the place of the public libmary in the community. Sections have been numbered to assist reference. References to the main report have been added wherever necessary to draw attention to changes of emphasis since 1972.

Unesco and public libraries

1. The United Nations Educational, Scientific and Cultural Organization was founded to promote peace and spiritual welfare by working through the minds of men and women.
2. This manifesto proclaims Unesco's belief in the public library as a living force for education, culture and information, and as an essential agent for the fostering of peace and understanding between people and between nations.

The public library

A democratic institution for education, culture, and information

3. The public library is a practical demonstration of democracy's faith in universal education as a continuing and lifelong process, in the appreciation of the achievement of humanity in knowledge and culture.
4. The public library is the principal means whereby the record of man's thoughts and ideas, and the expression of his creative imagination, are made freely available to all.
5. The public library is concerned with the refreshment of man's spirit by the provision of books for relaxation and pleasure, with assistance to the student, and with provision of up-to-date technical, scientific and sociological information.
6. The public library should be established under the clear mandate of law, so framed as to ensure nationwide provision of public library service. Organized co-operation between libraries is essential so that total national resources should be fully used and be at the service of any reader.
7. It should be maintained wholly from public funds, and no direct charge should be made to anyone for its services. (See 1.13, 1.33-35, 5.4)
8. To fulfil its purposes, the public library must be readily accessible, and its doors open for free and equal use by all members of the community regardless of race, colour, nationality, age, sex, religion, language, status or educational attainment.

Resources and services

9. The public library must offer to adults and children the opportunity to keep in touch with their times, to educate themselves continuously and keep abreast of progress in the sciences and arts.
10. Its contents should be a living demonstration of the evolution of knowledge and culture, constantly reviewed, kept up to date and attractively presented. In this way it will help people form their own opinions and develop their creative and critical capacities and powers of appreciation. The public library is concerned with the communication of information and ideas, whatever the form in which these may be expressed.
11. Since the printed word has been for centuries the accepted medium for the communication of knowledge, ideas and information, books, periodicals, newspapers remain the most important resources of public libraries.
12. But science has created new forms of record and these will become an increasing part of the public library's stock, including print in reduced form for compact storage and transport, films, slides, gramophone records, audio and video tape, for adults and children, with the necessary equipment for individual use and for cultural activities.

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13. The total collection should include material on all subjects, to satisfy all tastes at differing educational and cultural standards.

14. All languages used by a community should be represented, and there should be books of world importance in their original languages.

15. The public library building should be centrally situated, accessible to the physically handicapped, and open at times convenient to the user. The building and its furnishings should be attractive, informal and welcoming, and direct access by readers to the shelves is essential. (See 4.8)

16. The public library is a natural cultural centre for the community, bringing together as it does people of similar interests. Space and equipment are therefore necessary for exhibitions, discussions, lectures, musical performances and films, both for adults and children.

17. Branch libraries and mobile libraries should be provided in rural and suburban areas.

18. Trained and competent staff in adequate numbers are vital to select and organize resources and assist users. Special training will be required for many activities such as work with children and handicapped, audio-visual materials, and the organization of cultural activities.

Use by children

19. It is in early life that a taste for books and the habit of using libraries and their resources are most easily acquired. The public library has therefore a particular duty to provide opportunity for the informal and individual choice of books and other material by children. Special collections and, if possible, separate areas should be provided for them. The children's library can then become a lively, stimulating place, in which activities of various kinds will be a source of cultural inspiration. (See 4.11)

Use by students

20. Students of all ages must be able to rely on the public library to supplement the facilities provided by their academic institutions. Those pursuing individual studies may be entirely dependent on the public library to meet their needs for books and information.

The handicapped reader

21. There is an increasing concern with the welfare of the elderly and all handicapped people. Problems of loneliness, and mental and physical handicaps of all kinds, can be alleviated in many ways by the public library. (See 1.59 - 72)

22. Improved means of access, provision of mechanical reading aids, books in large print and recorded on tape, service in hospitals and institutions, and personal service to the home are some of the ways in which the public library can extend its services to those who need it most.

The public library in the community

23. The public library should be active and positive in its outlook, demonstrating the value of its services and encouraging their use.

24. It should link itself with other educational, social and cultural institutions, including schools, adult-education groups, leisure-activity groups and with those concerned with the promotion of the arts.

25. It should be watchful for the emergence of new needs and interests in the community, such as the establishment of groups with special reading requirements and new leisure interests to be represented in the library's collections and activities.

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APPENDIX II

IFLA STANDARDS FOR PUBLIC LIBRARIES 1973/1977

The following are the quantitative recommendations contained in the 1973/1977 edition of the IFLA Standards for Public Libraries. They are summarized here for information only. The present volume of guidelines does not include quantitative recommendations, and argues - in the Introduction - that in the present state of library development they are not likely to be universally relevant. The figures in this appendix have not been revised since they were first published in 1973. They are usually intended to be minima. For details, please refer to the published volume.

PUBLIC LIBRARY SYSTEM

Preferred minimum population	150,000
Minimum population normally regarded as viable	50,000

ADMINISTRATIVE UNIT

Minimum population in any circumstances	3,000

SERVICE POINTS: OPENING HOURS

Urban main libraries	60 hours per week
Branch libraries	18-60 hours per week

BOOKSTOCKS

Minimum working stock for all departments, excluding special collections, calculated in relation to literate population:

In smallest administrative unit	3 volumes per inhabitant
In general circumstances	2 volumes per inhabitant

When children up to 14 years of age constitute 25-30% of the population, children's books should comprise one third of the total stock

Reference books (included above):

In smallest administrative unit	100 volumes
In general circumstances	Up to 10% of total stock

(Higher in very large administrative units)

Deposit collections:

When collections of books are deposited, often without staff supervision, for use in small communities, there should be at least four changes of stock annually, at least 200 volumes being changed on each occasion.

BOOKSTOCKS (Continued)

Annual additions per 1000 population:

In general circumstances	250 per annum
In small administrative units	300 per annum
Children's books in same proportion as in total stock (see above)	
Reference books in libraries serving populations over 50,000	10% of all additions

PERIODICALS, INCLUDING NEWSPAPERS

In administrative units of up to 5000 population	50
In administrative units of 5000-100,000 population	10 per 1000 population

(These figures include multiple copies, periodicals in foreign languages, and periodicals for children).

GRAMOPHONE RECORDS AND TAPED RECORDINGS OF ALL KINDS (for populations up to 20,000)

Stock for use within the library	2000
Annual additions to maintain such a collection	300
Records for home use: no recommendation	-

COLLECTIONS FOR NATIONAL MINORITIES AND NON-INDIGENOUS GROUPS

Books in their own languages:

For groups of less than 500	100
For groups of 500-2000	1 book for 5 people
For populations over 2000	1 book for 10 people

Annual additions:

For groups up to 2000	1 book for 25 people
For populations over 2000	1 book for 50 people

Periodicals, including newspapers in their own languages — 1 per 500 people

STAFF

Total non-manual staff (professional, clerical, administrative):

In smallest administrative unit	1 full-time qualified librarian with clerical assistance
In larger administrative units with developed library services	1 per 2000 population
In very large administrative units	1 per 2500 population

Qualified librarians:

In a developed, urban, compact unit	33% of total staff
In a library system with many branches and small service points	40% of total staff

(In a large library system one third of professional librarians should be specialised in children's work).

Distribution in urban areas:

A branch library within 1½km.(1 mile) of most residents.

A relatively large library within 3-4km.(2-2½ miles) of most residents.

Areas of departments, etc.:

Adult lending and reference facilities: see accompanying table.

Storage of reserve stock:

In closed access stacks allow 5.5m^2(59sq.ft.) per 1000 volumes. (This capacity will be approximately doubled if compact shelving is employed).

In limited access stacks allow 7m^2(75sq.ft.) per 1000 volumes.

Display and consultation of newspapers and periodicals:

In libraries serving populations up to 20,000: 1 seat per 2000 population.

For populations above 20,000: 1 seat per 3000 population.

(Note however that local needs may vary widely. Allow 3m^2(32sq.ft.) per seat).

Storage and use of audio-visual materials: no standard recommended.

Areas for children:

Lending services: 16m^2(172sq.ft.) for every 1000 volumes on open shelves. (This assumes that shelf units will be 4 shelves high).

Provision on this scale will allow for circulation space, staff counters, catalogues, etc.

The total area needed for lending purpose on the above basis is likely to be as follows:

In libraries serving populations up to 10,000:
75-100m^2(807-1076sq.ft.)
In libraries serving populations between 10,000 and 20,000:
100-200m^2(1076-2152sq.ft.)

Study space: no standard recommended.

Children's activities:
If children are to be an audience: 1.5m^2(16sq.ft.) per place.
For a variety of creative activities: 3m^2(32sq.ft.) per place.

Staff accommodation:
Workrooms and offices: add 20% to the total area of public departments. (This will be equivalent to about 10-12m^2(108-129sq.ft.)per staff member.

Rest rooms, kitchen, toilets, cloakrooms, etc.:

Number of staff	Total area required
2	8m^2 (86sq.ft.)
10	40m^2 (431sq.ft.)
20	60m^2 (646sq.ft.)
50	120m^2 (1292sq.ft.)
100	220m^2 (2368sq.ft.)
200	400m^2 (4306sq.ft.)

POPULATION SERVED	ADULT LENDING FACILITIES			ADULT REFERENCE FACILITIES			
	Open shelf accommodation Floor area needed			Open shelf accommodation		Seating area	
	Volumes per 1000 population	Total shelf capacity required	at $15m^2$ per 1000 volumes (minimum 100 m^2)	Number of volumes	Floor area needed at $10m^2$ per 1000 vols.	Number of places at 1.5 per 1000 pop. *	Floor area at $2.5m^2$ per place
3,000	1,333	4,000	$100m^2$(1076sq.ft.)	100	$1m^2$ (11sq.ft)	5	$13m^2$ (140sq.ft)
5,000	800	4,000	$100m^2$(1076sq.ft.)	300	$3m^2$ (32sq.ft)	8	$20m^2$ (215sq.ft)
10,000	600	6,000	$100m^2$(1076sq,ft.)	900	$9m^2$ (97sq.ft)	15	$38m^2$ (410sq.ft)
20,000	600	12,000	$180m^2$(1938sq.ft.)	3,000	$30m^2$ (323sq.ft)	30	$75m^2$ (807sq.ft)
40,000	600	24,000	$360m^2$(3875sq.ft.)	7,000	$70m^2$ (753sq.ft)	60	$150m^2$(1614sq.ft)
60,000	600	36,000	$540m^2$(5813sq.ft.)	12,000	$120m^2$ (1292sq.ft)	75	$188m^2$(2024sq.ft)
80,000	550	44,000	$660m^2$(7104sq.ft.)	16,000	$160m^2$ (1722sq.ft)	120	$300m^2$(3228sq.ft)
100,000	500	50,000	$750m^2$(8073sq.ft.)	20,000	$200m^2$ (2153sq.ft)	150	$375m^2$(4035sq.ft)

*This level of provision can sometimes be reduced in libraries serving populations larger than 100,000.

NOTE. The above figures include circulation space, staff counters, catalogues, etc.

They do not include provision for periodicals and audio visual materials, which are referred to separately.

Areas of departments, etc.

Circulation space or 'balance area':

Circulation space consists of entrance hall, stairwells, lavatories, cloakrooms, lobbies and corridors outside the areas already discussed.

Allow 10-15% of all public areas and 20-25% of all staff areas. The higher figures are unlikely to be needed except in some large libraries. The lower figures (10% and 20% respectively) should be regarded as 'balance area', available for any desired purpose within the building if careful planning has made it unnecesary to provide circulation space on this scale.

APPENDIX III

STATISTICS OF SELECTED LIBRARY SYSTEMS

Information was requested from a small sample of library systems - three in each of fifteen countries. The working group is grateful to colleagues in those countries who undertook to collect the information, and to the librarians who responded to their requests.

These are not necessarily the best provided or most heavily used systems in their respective countries, but they are likely to be above the average in these respects. Each was asked to provide the information listed on the next page, in relation to the year 1983 or 1983/84.

The answers which follow reveal the great variety in the provision and use of public libraries world-wide, and demonstrate the difficulty of formulating quantitative standards which will be relevant in all circumstances. Librarians who plan to make use of the guidelines in this volume may find it helpful to examine the figures in these tables, noting particularly those library systems whose circumstances appear similar to their own.

NOTE. The replies tabulated in this draft are those which had been received by the end of February 1985. Others are expected to be included in the final report.

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1. Country

2. Library authority

3. Area (hectares)
4. Population
5. Population per hectare

SERVICE POINTS

6. Libraries with annual issues over 200,000
7. " " " " 100-200,000
8. " " " " 25-100,000
9. " " " " below 25,000
10. Total number of static libraries
11. Number of mobile libraries/book buses
12. Libraries or collections in hospitals, etc.
13. Does the public library service provide or contribute to the library service in schools?

EQUIPMENT AND TECHNOLOGICAL SERVICES

14. How many photocopying machines?
15. " " microfilm/fiche readers?
16. " " remote computer terminals?
17. Is there a computerised issue system?
18. If so, how many libraries are included?
19. Is there a computerised catalogue?

STAFF

How many paid staff in each category:

20. Professional librarians
21. Staff with other professional qualifications
22. Non-manual staff with no professional qualifications?
23. Drivers, janitors, porters, cleaners
24. Total paid staff

PRINTED AND OTHER MATERIALS IN STOCK

25. Books for adults
26. Books for children
27. Total books
28. total books per 1000 population
29. Books added to stock last year
30. Newspapers and periodicals: titles
31. Sound recordings: number of discs, cassettes, etc.
32. Films and video-cassettes
33. Slides/transparencies: number of sets
34. " " : single slides not in sets
35. Microfilm/fiche: number of titles (not lib. cats.)
36. Computer software: number of discs, cassettes, etc.

NUMBER OF LOANS LAST YEAR

37. Books for adults
38. Books for children
39. Total books
40. Total books per 1000 population
41. Sound recordings

1.	AUSTRALIA			BRAZIL		
2.	Riverina New S.Wales	Eastern Reg. Melbourne, Vic.	Burnside S.Australia	Joinville Sta Catarina	Salvador Bahia	São Paulo
3.	1,926,300	2,844,980		118,300		151,600
4.	81,850	225,810	30,000	235,812	1,506,602	9,210,021
5.	0.04	0.08		1.99		60.7
SERVICE POINTS						
6.	1	3	1	-	-	
7.	-	3	-	-	-	
8.	2	1	-	-	-	
9.	5	-	-	3	4	
10.	8	7	1	3	4	53
11.	1	3	2	-	11	1
12.	?	-	-	1	13	64
13.	No	Yes	No	No	No	Yes
EQUIPMENT AND TECHNOLOGICAL SERVICES						
14.	1	10	2	1	-	12
15.	11	25	1	-	1	5
16.	-	1	-	-	-	16
17.	Yes	Yes	Yes	No	No	No
18.	8	7	1	-	-	-
19.	Yes	Yes	Yes	No	No	Yes
STAFF						
20.	4	24.8	4	2	76	292
21.	1	11.5	1	9	4	134
22.	15.5	38.2	14	3	103	665
23.	0.4	-	-	3	37	119
24.	20.9	74.5	19	17	220	1,210
PRINTED AND OTHER MATERIALS IN STOCK						
25.	95,725	204,976	63,000	57,792	146,180	881,564
26.	39,468	111,781	27,000	4,468	19,343	488,257
27.	135,193	316,757	90,000	62,260	165,523	1,369,821
28.	1,654	1,403	3,000	264	109	149
29.	7,000	22,313	13,000	4,420	12,705	29,573
30.	192	500	140	-	1,382	993
31.	2,100	2,428	4,400	-	2,147	41,193
32.	-	-	-	-	374	9
33.	-	-	-	-	12	551
34.	-	-	-	-	1,287	46,795
35.	20	-	-	-	10	25
36.	-	-	-	-	-	-
NUMBER OF LOANS LAST YEAR						
37.	354,776	1,123,427		49,726		462,867
38.	54,990	407,409		3,344		328,544
39.	409,766	1,539,836	553,083	53,080	33,111	791,411
40.	5,006	6,819	18,436	225	22	86
41.	6,001	7,253	38,997	-	-	-

1.	DENMARK			GERMAN DEMOCRATIC REPUBLIC		
2.	Graested-Gilleleje	Kolding	Arhus	Brandenburg	Potsdam	Berlin-Pankow
3.	13,419	23,856	46,883	16,200	10,000	7,800
4.	15,700	56,435	248,688	95,000	135,000	137,800
5.	1.2	2.4	5.3	5.9	13.5	17.7
6.	1	1	6	-	1	1
7.	-	-	5	2	-	2
8.	2	1	17	4	3	10
9.	2	-	4	-	1	1
10.	5	2	32	6	5	14
11.	-	1	1	-	1	-
12.	1	2	39	18	19	3
13.	No	Yes	No	Yes	Yes	Yes
14.	2	1	7	1	3	-
15.	5	3	52	1	6	-
16.	-	-	-	-	-	-
17.	No	No	No	No	No	No
18.						
19.	No	No	No	No	No	No
20.	6.5	23.05	124	21	115	80
21.	5.5	10.40	118	3	18	-
22.	4	16.77	92	1	7	3
23.	1.28	10.51	28	3	8	7
24.	17.28	60.73	362	28	148	90
25.	49,163	259,000	1,006,865	138,600	556,500	271,400
26.	42,216	105,000	587,406	58,900	141,200	93,900
27.	31,379	364,957	1,594,271	197,500	697,700	365,300
28.	5,820	6,461	6,411	2,079	5,168	2,651
29.	11,064	18,893	108,657	15,200	35,400	18,750
30.	283	531	3,761	250	1,500	222
31.	469	28,475	81,390	18,680	51,000	47,670
32.	3	-	9	-	-	-
33.	67	298	2,378	-	70	-
34.	-	-	-	-	-	-
35.	-	360	30	-	-	-
36.	-	-	-	-	-	-
37.	129,739	453,000	2,390,050	240,300	507,200	808,650
38.	194,320	309,000	1,705,508	359,700	154,300	236,700
39.	324,059	762,662	4,295,358	600,000	661,500	1,045,350
40.	20,641	13,514	17,273	6,316	4,900	7,578
41.	2,358	72,008	369,880	-	89,500	155,150

	GERMAN FEDERAL REPUBLIC			HUNGARY		
	Hannover	Duisburg	Stuttgart	Hatvan	Vas County	Budapest
	20,377	23,296	20,700	8,066	333,682	52,515
	549,414	553,276	562,232	25,087	285,498	2,060,170
	27.0	23.75	27.2	3.1	0.9	39.2
	2	1	1	-	1	1
	16	3	-	-	-	8
	2	19	13	1	6	44
	-	5	5	10	257	52
	20	28	19	11	264	105
	2	2	2	-	-	2
	-	-	3	7	20	-
	Yes	Yes	No	Yes	Yes	Yes
	10	13	19	-	9	3
	30	85	1	1	8	4
	5	3	-	-	-	-
	No	Yes	Yes	No	No	No
		27	1			
	Yes	Yes	No	No	No	No
	82	57.5	53	6	67	418
	28	126.5	45	1	2	32
	90	7	59	10	70	246
	30	31	3	2	47	42
	230	222	160	19	186	738
	1,166,689	776,799	754,531	80,088	888,514	2,372,710
	208,903	215,840	176,449	38,355	380,791	838,013
	1,375,592	992,639	930,380	119,043	1,269,305	3,210,723
	2,503	1,794	1,656	4,745	4,446	1,558
	50,000	79,398	64,177	7,357	84,679	279,128
	2,165	1,587	1,258	433	5,160	1,608
	23,000	30,166	38,006	3,864	18,793	49,785
	-	-	-	-	125	35
	-	356	-	-	-	30,000
	14,231	-	-	1,652	9,087	5,750
	2,062	-	-	10	140	7,261
	-	-	-	-	-	-
		698,057		43,295	731,281	3,121,214
		577,300		41,828	450,915	1,183,472
	2,776,147	1,275,957	2,420,344	185,123	1,182,196	4,304,686
	5,053	2,306	4,324	3,393	4,141	2,089
	-	121,715	-	102	9,000	-

	MALAYSIA			ENGLAND		
	Melaka	Sabah	Kedah	Tameside	Cleveland	Hertfordshire
	165,888	1,617,370	948,672	10,323	58,000	163,417
	400,000	1,002,608	1,439,000	216,300	564,800	970,400
	2.4	0.13	1.5	20.9	9.7	5.9
		2		5	13	23
		-		4	15	9
		16		10	14	16
		2		3	-	1
	1	20	4	22	42	49
	2	6	4	1	5	12
	1	-	-	1	93	265
	No	Yes	Yes	Yes	Yes	Yes
	1	1	-	6	8	27
	-	2	-	14	79	33
	-	-	-	2	-	6
	No	No	No	No	No	Yes
						5
	No	No	No	No	Yes	Yes
	1	21	5	38	96	122
	-	1	-	3	2	-
	10	251	30	79.75	179	318
	3	45	4	12.43	47	27
	14	318	39	133.18	324	467
	20,000	105,373	42,384	436,253	501,000	
	10,000	168,381	88,385	113,016	208,000	
	30,000	318,754	130,769	549,269	709,000	2,320,514
	75	318	91	2,539	1,255	2,391
	5,000	76,154	15,225	60,187	170,448	216,390
	150	-	28	-	1,158	515
	-	1,070	58	26,208	34,613	55,692
	-	236	-	467	1,000	-
	-	13	-	-	-	-
	-	-	63	-	-	-
	20	10	-	2,020	6,315	1,006
	-	-	-	-	-	-
	38,316	1,035,591	60,306	1,318,820	6,520,000	
	1,260	813,295	120,307	296,446	1,324,000	
	39,576	1,848,886	181,213	2,215,266	7,845,000	13,719,292
	37	1,844	126	10,241	13,889	14,138
	-	288	-	64,064	34,555	(in 39, 40)

APPENDIX IV

S T A N D A R D S A N D G U I D E L I N E S

RELEVANT TO SPECIFIC ASPECTS OF PUBLIC LIBRARY SERVICES

issued by specialised groups within IFLA

SECTION OF LIBRARIES FOR THE BLIND

Approved recommendations on working out national standards of library service for the blind. Washington. Library of Congress, National Library Service for the Blind and Physically Handicapped. 1983.

SECTION OF LIBRARY SERVICES TO HOSPITAL PATIENTS AND HANDICAPPED READERS

Guidelines for libraries serving hospital patients and disabled people in the community. IFLA Professional Report no.2. 1984.

SECTION OF SCHOOL LIBRARIES

Frances Laverne Carroll and Patricia F Beilke. Guidelines for the planning and organization of school library media centres. Paris. Unesco. 1979.

UNESCO. Draft school library media centre manifesto. In IFLA Journal 6 (1980)4, pp.410-411.

ROUND TABLE ON AV MEDIA

Provision of audiovisual materials in public libraries: basic statement. 1982.

ROUND TABLE ON LIBRARY SERVICE TO ETHNIC AND LINGUISTIC MINORITIES

Guidelines for public library service to ethnic, linguistic and cultural minorities. 1985.

ROUND TABLE ON MOBILE LIBRARIES

Draft guidelines for the equipment and operation of mobile libraries. 1983.

ROUND TABLE OF NATIONAL CENTRES FOR LIBRARY SERVICES

Central services for libraries in developing countries: report of the travelling seminar, 1981. The Hague. NBLC. 1982.

IFLA GENERAL CONFERENCE CHICAGO 1985

Division: Libraries Serving the General Public

Section of Public Libraries

11-PUB-2-E

New IFLA Guidelines for Public Libraries: the Background and an Introduction

by

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formerly

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London

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Public Libraries

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Section of Public Libraries

Abstract

New IFLA Guidelines for Public Libraries: the background and an introduction

by Arthur Jones

This paper introduces 'Guidelines for Public Libraries', prepared by a working group appointed in 1983. Old-style standards had been considered irrelevant to the needs of community-orientated public libraries. The services provided must meet local needs and priorities, and were inevitably becoming more diverse. Librarians needed guidance as to the options open to them, and practices which had been found effective elsewhere. A basis for comparison, once a useful role for standards, could be provided in other ways.

The guidelines now submitted were largely in the form of checklists, which left librarians to exercise professional judgment in planning services.

Arthur Jones

NEW IFLA GUIDELINES FOR PUBLIC LIBRARIES: THE BACKGROUND AND AN INTRODUCTION

IFLA's Standards for Public Libraries were published in 1973 and re-issued with minor revisions in 1977. The Standing Committee of the Section of Public Libraries decided two years ago that it was time they were reviewed, and for this purpose appointed a working group of which I was asked to be 'coordinator' - an IFLA term which means chairman, secretary and draughtsman.

The working group, as eventually expanded by cooptions, and by the addition of the nominees of sections and round-tables, consisted of one member each from Australia, the German Democratic Republic, Hungary, Mexico, the Netherlands, Sierra Leone and the United States of America, two each from the Federal Republic of Germany and the United Kingdom, and five from Denmark! There must be some deep psychological reason why IFLA sections and round-tables, when invited to nominate members to working groups, tend to choose Danes.

Now, two years later, the report of the working group is ready for submission to the Section, and copies are available here in Chicago. Not many of you will have had the opportunity to study it thoroughly, though I am sure you all intend to do so. It is my task to introduce the report to you, and in doing so I shall be expressing some of my own views which are not necessarily shared by the group. In particular, I shall try to explain the thinking behind these new guidelines, which you will find very different from the familiar 1973 Standards.

Those Standards reflected a clear view of what a public library was, and made recommendations regarding the nature and level of provision which

was considered necessary to achieve satisfactory results. This approach was somewhat softened by a preamble to the published volume which recommended "that these Standards should be accepted as guidelines, . . . and should provide a basis for the formulation of national standards".

Ten years later the 1983 working group began with two distinct advantages: a profound scepticism about the possibility of standards for public libraries, at least at international level; and a clearer conception of the difference between standards and guidelines. We are therefore presenting Guidelines, not Standards: and the difference is not merely one of terminology. Moreover, the group has taken the view that, given this different approach, there can be no justification for recommending specific levels of provision, in terms of numbers of books, staff and service points, floor areas and opening hours. Even as guidelines these could be dangerously misleading, and they have been omitted. This approach does not rule out the possibility that the guidelines might still, as the 1973 volume suggested, provide a basis for the formulation of standards for a more homogeneous group of libraries, either nationally or regionally, or within a single public library system.

I shall have to say more later to justify and clarify our distinction between standards and guidelines, but since both are tools to assist in the attainment of the objectives of public libraries, we must start by examining those objectives.

Objectives

IFLA's Section of Public Libraries is founded on the assumption that public libraries the world over share certain characteristic objectives which enable us to recognize them as public libraries, and provide a

basis for our discussions and for the pooling of our experience. Each country, and each library authority within a country, may define public library objectives more precisely to meet its own needs, but each of these must be consistent with the shared and generally acknowledged objectives. The Unesco Public Library Manifesto makes the same assumption, and provides a rudimentary statement of the objectives which we share. It can be summarized in six sentences:

> To contribute to lifelong education
>
> To facilitate appreciation of the achievement of humanity in knowledge and culture
>
> To be the principal means whereby the record of man's thoughts and ideas, and the expression of his creative imagination, are made freely available to all
>
> To refresh the human spirit by the provision of books and other media for relaxation and pleasure
>
> To assist students
>
> To provide up-to-date technical, scientific and sociological information

No doubt we could all improve on that statement, though I suspect it would take a very long time to produce an agreed alternative! It is an honest attempt to identify the objectives (the 'terms of reference' or 'areas of responsibility') of public libraries. It is fifteen years old and has worn reasonably well. These, we may say, are the directions in which public libraries are moving.

Goals are the steps we take in pursuing objectives. Objectives are bound to be loosely worded and idealistic in style: goals are precise descriptions of tasks to be done, services to be provided, outputs to be achieved. They must be capable of being costed, measured, and usually evaluated in terms of benefit to the community. They are the elements which make up a year's budget programme or a five-year development plan. It is possible, though perhaps not very practical, to relate every item of budgeted expenditure

to one goal or another in the management programme.

Public library systems world-wide are unlikely to find much difficulty in subscribing to the view of objectives contained in the Unesco Manifesto, and statements of their own objectives would probably differ only marginally. Yet in pursuing these shared objectives they will identify quite different goals as meriting priority and the investment of resources within their own communities; and within a single library system the priority given to specific goals may vary considerably from year to year.

The Institution-Orientated Library

It was not always so! Within the last fifty years there has been one major shift in the objectives of public libraries which has given rise to the present diversity of goals. This was the change from 'institution-orientated' to 'consumer-orientated' concepts of library service. The old-style public libraries provided books for reference and for loan, newspapers and periodicals for reference, and - a daring innovation around the turn of the century - a service for children! They aimed to provide a balanced bookstock including the great works of literature, the best books on all subjects, a range of the best contemporary fiction, and selected texts in major foreign languages. Their size was roughly proportional to the population of the communities they served, and in the big cities some specialised departments might be provided. Bookfunds were usually small and the average age of the shelf-stock was high. They took as their model the private gentleman's library of the last century, made available to all.

These libraries provided a 'take it or leave it' service. Those members of the community who were prepared to accommodate their demands to this

stereotyped range of provision were the pre-1950 library users. The missionary efforts of our librarian predecessors - for we have always been missionaries - were directed towards promoting the use of such a service, not towards adapting it to meet a wider range of community needs.

Standards

So long as this pattern was accepted as desirable and normal, it was very helpful - and easily possible - to draw up codes of standards to indicate the optimum quantities of each of the main elements - books, staff and accommodation - needed to serve populations of a given size, and many such schemes were drafted, from the first American Library Association standards of the 1930s to the IFLA Public Library Standards of the 1970s. The value of all these compilations was to establish a scale of provision (seldom of performance) by which existing services could be assessed and to which developing services might be made to conform. Such an approach was still valid in the 1930s. But the practice continued well into the period when circumstances were changing in ways which were to render standards of the traditional kind no longer widely relevant. The continued formulation and promulgation of standards encouraged the view that 'a library is a library is a library', and discouraged and delayed the development of community-orientated services.

Community-Orientated Libraries

It is strange to be standing on an IFLA platform here in Chicago, preaching the cause of community-orientated libraries. It was after all the Goals, Guidelines and Standards Committee of the Public Library Association, based in this city, which in the 1970s built upon the work of Lowell Martin and other pioneers to create a new awareness that libraries are for people, and that they were already changing in such a way that the standards which

had seemed so helpful in the past had become an encumbrance, perpetuating out-of-date attitudes.

I will not waste your time by reviewing all the circumstances which brought about this change in our perceptions. They included a general increase in understanding of community needs, extending far beyond the public library service, and a growing sense of responsibility towards those less articulate members of the community whose needs for books and information, though much in the minds of the nineteenth century pioneers, had more recently been thrust aside. Greater understanding of community needs has brought with it a greater appreciation of the differences between communities, and hence the importance of variety, not standardization, in our library provision. The creation in many countries of larger administrative units has assisted the change by making viable a wider range of specialist and minority services, and technology has brought to our aid a greater variety of media and equipment. Improved development of public library services is thus one of the factors encouraging greater diversity.

But we have also been experiencing pressures in the opposite direction. In recent years, financial constraints in some countries have caused many library systems not just to develop more slowly, but actually to take a step backwards. What is the right course to follow when the resources available can no longer maintain even the levels of service achieved in the past? Of course the first step must be to improve the use of plant and resources by more efficient management. Thereafter there is a temptation to cut corners and pare down in order to continue to provide the full range of services at less cost. But if there is not enough money to do everything well, it cannot be right to try to do everything rather less well! Good management requires instead the selection of priorities: to prune away the least essential services in order to maintain others at a high level of effective-

ness. This is the 'concentrate and strengthen' policy advocated by Lowell Martin in his 1982 Bowker Memorial Lecture. Some goals may be abandoned completely, others attacked less ambitiously. Librarians in such circumstances are faced with hard decisions, or with the task of persuading their managing bodies to make difficult political choices which will least damage their services. In times of retrenchment, an over-riding consideration is bound to be getting the best value for the limited resources available. Any reduction in services, therefore, is likely to see a closer concentration on those which best meet the most urgent community needs, and these are bound to differ from place to place. Ironically, therefore, hard times - like prosperity - also produce increased diversity in public library services.

The great debate on the need to plan for diversity has been focussed not on the objectives of public libraries but on goals. Librarians have won for themselves, or in some cases have had thrust upon them, the duty to look with imagination and understanding at the needs of their communities and to consider what goals might properly be adopted in order to make the maximum contribution towards meeting those needs. In many countries the public library service is provided by multi-purpose authorities which have a general responsibility to maintain and improve the quality of life in their areas. Their other social responsibilities may include education, environmental health, the promotion of cultural and sporting activities and the provision of recreational amenities. The community's expenditure on the public library service is part of a complex infrastructure supporting its own standard of living. It does not seem improper that the resources of the library should be available if necessary to achieve goals which fall outside the library's own narrower objectives, if there is good sense in such an arrangement, the library's own goals will not suffer, and the total service to the community will be improved.

A Last Word on Standards

Let us knock the last nails into the coffin of international standards. If the word is used carefully, standards are obligatory levels of provision or achievement, or at least levels to which all are expected to aspire. They are based on past experience, and on certain assumptions about the environment which cannot be universally relevant. Standard solutions are possible only to meet standard needs, and the needs to be met by the community-orientated library are infinitely variable. The resources available in different communities also vary widely, and it is absurd to argue, for example, that unless you can provide so many books and staff and a given floor area then you should not provide a library. Such measures are at best merely guidelines as to the provision likely to be necessary to provide an ill-defined level of services. Of course we all know that very often that is all they are intended to be; in that case we do ourselves no favours by mis-using the word. If providing authorities are encouraged to believe that so-called standards can be lightly disregarded we shall find ourselves in serious trouble whenever we mean the word to be taken seriously, and compliance is vital. In any case, professional librarians natural regard standards as minima while financing bodies regard them as over-generous maxima, so that their existence becomes a drag on potential pace-setters.

Guidelines are also based on past experience, but unlike standards they do not prescribe solutions or threaten to over-ride local discretion. They suggest options to be considered, draw attention to methods which have been found effective elsewhere, and leave the librarian with the responsibility of exercising professional judgment.

Measurement and Comparison

The librarian who is faced each year with the task of formulating a programme

of goals, must be able to estimate the input of resources needed to achieve those goals, and in due course to measure the extent to which the effort has been successful. Whether the goals are realistic, and the achievement satisfactory, can only be assessed if there is some basis for comparison. So long as they were relevant, quantified standards provided such a basis: they became dangerously misleading and wasteful when they ceased to give a true indication of the needs of the service. There are however many other bases for comparison.

Firstly, there are the expectations which may have been quantified when goals were identified; for example -

To reach a given number of new clients
To open so many new service points
To encourage a given percentage increase in enquiries
To improve the rate at which requests are satisfied

All these quantified goals provide a basis for comparison with subsequent levels of achievement. But were the expectations realistic? If they were related to earlier performance, achievements can be compared with the trend over a period of time. Or comparison may be with the norm or average among a group of comparable libraries, provided that the relevant data can be collected on a uniform basis. (We have all no doubt been accustomed to making such comparisons without placing too much reliance on them because of the unrealiability of comparative data. It is not impossible to obtain reliable data if a proper scientific approach is adopted).

The only purpose in measuring our services is to enable us to make comparisons; and the only purpose in making comparisons is to enable us to ask questions about our own management and goal-setting performance. If we are achieving relatively low output at relatively high cost we may be inefficient managers of the resources at our disposal; or we may

be attacking the wrong goals; or we may be operating in such unfavourable conditions that even our poor results are a triumph in the circumstances. We cannot begin to assess these factors until we have collected the relevant data and made the necessary comparisons. The important thing is to know why things are as they are. There is no automatic shame in being below average. Remember the wise saying: "If it wasn't for all of us down here below average, there wouldn't be any of you up there above average".

The process of measurement and subsequent comparison and assessment has an important part to play in the identification of goals in the next round of the management cycle.

The IFLA Guidelines

It is time now to report to you briefly the way in which we have approached our task of devising guidelines for public libraries. What is there left to offer in the way of simple but useful guidance, if rules and recommended levels of provision are thrown out of the window, and a comprehensive encyclopedia of librarianship is beyond our scope? We decided that a filleted version of the 1973 Standards, with all the figures removed, was not the answer. We recognised however that past codes of standards provide two important additional aids: they represent a pooling of the experience of a team of competent librarians with a wide range of professional skills; and they provide a chart of current assumptions and practices. It is this frame of reference which our volume of guidelines sets out to provide.

The purpose of the guidelines is to suggest what might be possible, leaving practising librarians and library authorities to decide what is desirable and feasible in the local conditions which prevail. The guidelines therefore are not a set of rules for designing an ideal library service: they are a tool to help in the development of services which will best meet the needs of individual communities. In spite of this, you will find that the

working group identified many imperatives and felt strongly on many issues: the words 'must' and 'should' do occur quite frequently, however much we tried to avoid them!

This is not a weighty document: if you were so mis-guided as to try to read it from beginning to end it might occupy you for an hour or two. We see it mainly as a desk book to which busy librarians will refer in times of panic or despair. It will probably be of greatest value in library systems which are in their early stages of development. But most systems are in the early stage of developement in one respect or another, and it is likely that none is currently engaged in all the practices to which we draw attention. There are many suggestions which may not even have been given serious consideration.

In order to squeeze a large amount of provocation into a small space we have adopted wherever possible the form of checklists: for example, there is a checklist of 81 services which might be provided by public libraries - and it is certain to be far from exhaustive. Incidentally, we have tried to offer some helpful observations on the vexed question of charges for library services.

We have tried to distinguish between bookstocks in the library system as a whole, and the materials which should be considered for each service point; and I hope we have given due weight to A/V materials and computerised information.

In the section on staff management there are three simple checklists. Firstly, with apologies to the great Ranganathan, the five tools of library staff management:

A statement of objectives
An organization chart of responsibilities
A job description for each post
A staff manual
Timesheets and duty schedules

Very elementary of course - I am sure you have them all. Then there is a checklist of aids to good communication and staff morale (9 headings) and a checklist of the background information which is required by every member of the staff (7 headings). Again, anyone who attends an IFLA Conference is likely already to be doing all these things. But wouldn't it be wonderful if as a result of these guidelines all of our colleagues would review their own practices, and if necessary consider providing something similar?

Other useful little tools include a suggested order of priorities for establishing a system of library buildings and other service points, and some simple questions by which to assess the network efficiency of a public library system. We have quite a lot to say about the public library system as a network, and as part of a larger regional or national network. Oh, and there is another checklist of support services which might be provided more effectively by central agencies than by cooperative arrangements among library systems.

And there are appendices! The dear old Unesco Public Library Manifesto, which still has a lot of relevance after fifteen years; a summary - unrevised, and for information only - of the quantitative recommendations contained in the 1973/1977 Standards; a collection, under 41 headings, of data from a wide variety of public library authorities, worldwide; and a list of standards and guidelines relevant to specific aspects of public library services which have been issued by other sections and round-tables within IFLA. There is no list for further reading; we felt that an international bibliography was beyond our scope, and librarians will surely be able to track down material for themselves. We do intend that there should be an index - always assuming that the standing committee approves the volume for publication.

I should like to finish with an apt quotation from Lowell Martin's 1982 Bowker Memorial Lecture:

"No specific function or any particular combination of them will be the salvation of the public library. Individual libraries and communities and cities will work out their own programs of service. Each library and community, however, must decide what they want to accomplish, and then mobilize resources to that end".

These guidelines are intended not to threaten that freedom of choice, but to assist in the selection and execution of programmes suited to local needs.

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IFLA GENERAL CONFERENCE CHICAGO 1985

Divisions: Libraries Serving the General Public

Section: PUBLIC LIBRARIES

12-PUB-3-E

Standards for public libraries in Catalonia.

by

Josefina Ballester, Elisa Campo, Carme Mayol.

Members of the Catalan Library Association.

For internal use only: SI

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Remarks:

to be presented orally [X]

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ABSTRACT:

The present Standards are a step forward in the development of the 1981 Library Act and conform to the levels recommended by IFLA.

For a better under standing of the existence of these Standards a background of the library tradition of Catalonia is given from a historical and cultural standpoint.

The elements that have conditioned the elaboration of the Standards (geography, library experience and economic conditions) are analysed.

Methodology and data used to establish groups and service levels are briefly exposed.

Considerations are made in relation to aspects that will incide upon the elaboration of the Standards referred to Barcelona and adjoining area.

Finally, stress is given to the need for public authorities to assume the policies that can bring the library national system up to date.

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SUMMARY:

- The reason for these Standards
- Library history and tradition in Catalonia
- Guidelines and contingencies
  - Geography
  - Library tradition and experience
  - Economic conditions
- Methodology
- Barcelona and the adjoining area
- Conclusions
- Bibliography
- Annexes

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The reason for these Standards : Targets.

The publication of the Standards for Public Libraries in Catalonia, vol. 1 (1) is the answer to the request made to the Catalan Library Association by the Government of Catalonia or Generalitat.

Its elaboration must be considered a necessary step in the general process conducive to the standardisation and normalisation of the country's library structure under the provisions of the Library Act issued by the Catalan Government on april 29th, 1981 (2).

The new political situation in Spain, the creation of a state with autonomic countries and the devolution by the central government of all public library competence to the Generalitat has opened the way for the elaboration of this Library Act intended for the separate development of a concrete geographical area: Catalonia.

The aim of these Standards is to promote in our country a public library organisation in accordance with internationally accepted creiteria. With this purpose in mind we have adopted IFLA's suggestions as a basis to formulate our own Regulations. Furthermore, our approach and layout follow closely IFLA's General Standards (3).

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Library History and Tradition in Catalonia

As a background to our exposition we have to refer to Catalonia's particular geographical and historical position within the whole Spanish State.

All along her historical process Catalonia has achieved a character of her own. Her border situation and her political and cultural traditions converted her in a natural throughfare between the rest of Spain and the other European countries.

During the Middle Ages Catalonia and Castille were the most important Iberian nations and, through a series of political marriages, they achieved unification jointly with other Iberian kingdoms at the beginning of the Modern Age.

For several centuries the former especial laws and institutions of the country were respected. But when the Bourbon dinasty was enthroned French ideas of centralisation were enforced, not without resistance. Castille's hegemonic position in the State provoked a series of clashes, which, in the case of Catalonia, paved the way for the onset of Catalan nationalism towards the end of the nineteenth century, and later for the obtention of a Statute of Autonomy.

The culture of our country, as faithful counterpart to her political and historical outlook, attained its highest significance in the Middle Ages, about the time when the Catalan language acnieved maturity. Afterwards, our language had to go through periods of inadequate attention until the end of the nineteenth century. At this time, European romantic trends had a very strong inpact on the intellectual elite of the Catalan bourgeoisie. As a result, an unprecedented cultural revival took place hand in hand with the nationalistic movement above mentioned. The most important outcome of this cultural revival was the value accorded

to the Catalan language. Once more, poets, playwrights and novelists - wrote in therir mother-tongue.

At the beginning of twentyeth century, these idealistic approaches crystallized into more realistic projects. The cultural movement created furthered a closer connection with European trends of ideas and programmes.

Within the framework of the Mancomunitat de Catalonia (Catalan Government), from 1914 to 1923, the following institutions were created: the first network of Public Libraries, the Biblioteca de Catalunya and the - School of Librarianship for the education and training of the professional staff. The whole system was mainly based upon the anglo-american model, upon the English county libraries and especially upon the American prototype. This included features like network organisation, free access to libraries, open access to book stocks, lending service, children's departament, standardised catalogues, etc.

There exists a fully documented project of Public Library organisation elaborated by the Consell d'Investigació Pedagògica (Council for Pedagogical Research) at the request of the Catalan Government. This project contemplates the creation of a Public Library system regulated - through accepted municipality tenders. (4).

In 1918, four libraries were opened to the public, one in each catalan province, according to the terms of the above-said project that had contemplated the necessary time limit to allow for the training of the professional staff and the building of the premises.

In 1931, with the advent of the Republic, the cultural programmes of the whole Spanish state got new life. Under the republican "Generalitat" the first Library Act is issued in 1934 (5). The Act offered a framework for library development and a series of joint proposals with the municipalities went ahead. The civil war (1936-1939) hindered the natural and

harmonious progress of these projects. However, certain interesting experiences were able to develop, such as a Mobile Library Service for the front zones and the creation of hospital libraries.

After the war, only Barcelona and this province were able to follow, the programmes started before 1936. They were assumed by the Diputación, provincial administrative corporation responsible before the central government, although the outcome of the civil war put necessary restrictions to the full development of the interrupted programmes.

The present structure of the Spanish State, endorsed by the 1.978 Constitution (6) and the restitution to Catalonia of her former autonomic status through the "Estatut de Sau" (7) opened new possibilities to get back to the line lost in 1939. Within the framework of the Generalitat - and its new recovered competence in the field of library organisation, library legislation was felt as a priority and the above mentioned Library Act of 1981 was consequently issued..

Guidelines and contingencies

The present Standards have been elaborated under the provisions of the 1981 Library Act and are strictly intended for Public Library services. In no way are they intended to incide upon such areas as the National Library, especial libraries and school libraries.

We wish to underline the fact that our primary concern has been to comply with IFLA's principles, not only in matters of general policy but also in specific questions relating to book stocks, staff and premises. However, an adequate interpretation of these principles required that we follow the advice in IFLA's Recommendations which states that the first consideration in any Public Library Regulation must be given to the following three concepts: geographical outlook, library tradition and economical facts. Obviously these three particular aspects cannot be encompassed by an international regulation.

Geography

Catalonia has yet to solve the problem of her territorial division. In the absence of this important starting-point, we decided to work upon the county division of 1933 (8) that had been officially adopted and proved to be beneficial. At the present moment, pending anew its endorsement, it is already used as a basis for studies and projects in different fields.

Library tradition and experience

Allowing for the respect due to our library tradition, we have to admit that, due to lack of planning and coherence and mainly to historical and political events, our present day situation is defective and complex. At this moment, we have several Public Library networks run by different institutions with dissimilar criteria in library organization and with no attempt at coordination. Furthermore, all our libraries, with independence of the networks to which they belong, are substandard

in one or more of the following items: book stock, staff and premises. The aim of the Standards is to urgently speed the attainement of two goals: the coordination of efforts and the raising of standards.

In order to foster coordination we have taken into account the importance of natural geographical areas in the building up of an integrated county library policy. Such policy shall have to study the present global needs and resources of a given area and promote collaboration among the existing networks in order to reach the approved standards.

As a starting point we have assigned a specific quantum to the book stocks, staff and premises of the different kinds of libraries. As a consequence different concepts like county Central Library, Public Library, Branch Library are de fined according to their capabilities and services and have the same scope and meaning everywhere.

Economic conditions

Economic conditions have been seriously considered and have been a constant restrain to any kind of optimism.

The resulting standards are necessarily minimal ones and the adopted percentages are below those recomended by IFLA. We have been consciously modest in our approach because we aim at our Standards being realistic enough to make their application possible.

Methodology

After adding the demographic data (3) to each county division we found ourselves with a very unequal map in our hands. Evidently, we had to give different solutions to different areas. The main difficulty lay in setting down a reduced number of groups with sufficient common traits to allow the formulation of common needs.
The key reference point for the establishment of these groups was the population of each county in absolute numbers. Other data that could indicate similarity were the population numbers of the main municipality in the county and the number of inhabitants per Km2.

After different trials four groups were finally established, although for the present we have only applied ourselves to the first three groups. The fourth includes Barcelona and the adjoining area and presents such density of population as to demand the specific provisions set up by INTAMBL for metropolitan zones. The regulations for this fourth group are under study and will be published as the second volume of our work.

The three groups we have studied can be defined as follows:

Group I includes 12 counties, with a population from 5.000 to 25.000 inhabitants. Two of the counties have a demographic density below 10 inhabitants per 10 Km2. and are obviously in need of special solutions.

Group II is the larger and less uniform of the groups. It consists of 13 counties with 25.000 up to 100.000 inhabitants and a very unequal density of population.

Group III consists of 9 counties with greater demographic density and uniformity. It includes counties with populations from 100.000 inhabitants to 250.000 inhabitants and with a fairly regular density pattern.

Each one of these groups has been assigned a quantum as a basis to determine the total bibliographic stock of each county: from 2,5 to 1,5 per inhabitant.

We consider that each county has its own character and needs a particular bibliographic stock to be covered by the application of the corresponding quantum and to be distributed and enhanced through the different service points.

Attention has been given to the different levels of service within each group and to the structural inter-relation of dependence among them. It has not been our intention to rationalise the needs of each county - nor to define the facilities of each service point. Our purpose has been to describe the different types of service points in every network as well as the interrelations of dependence that must exist in order to achieve a globally efficient library system.

With this view in mind we have taken as the main unit the county or urban central library and given it the role of impelling and promoting the other county or town libraries. These, according to their scope - and services would be called Public Library, Branch Library or Reading Center and be complemented with cultural services that in no way ought to substitute their primary design.

On the other hand, central services must be created to provide county and urban libraries with the necessary material and technical facilities and to link them to nation wide programmes.

Barcelona and the adjoining area

The elaboration of standards for Catalonia with her historical and cultural tradition and more or less uniformity is a demanding task but not one of great complexity. One exception is however the urban area of Barcelona which in its increasing expansion has annexed the neighbouring towns with their particular institutions. This rather reduced area, - known as the Metropolitan area of Barcelona, offers great demographic density since two thirds of the whole Catalan population live in it. This situation creates problems of organisation in all fields. It cannot be otherwise where libraries are concerned.

At the moment of tackling this particular area one has to be aware of the existence of towns with a strong cultural character side by side with suburban zones of increasing growth and a important immigrated population with different cultural backgrounds. This social and cultural framework demands great flexibility in the application of standards.

On the other hand, the old district division of Barcelona has been reduced to 10 districts (10). New aspects to be taken into account are now the more integrated urban structure and the better transport communications. Our purpose cannot be to create small central units but to further the establishment of important central units with sophisticated services and up to date technical and information resources.

We feel the need of being previously acquainted with the draft of the Standards that IFLA is preparing as it offers guidelines for the selection of priorities in library organisation. It also revises the basic concepts that must impulse libraries in a technological society and the use of modern information media as well as the incorporation of new formats that we librarians must assume as a matter of fact.

We are prepared to work along these lines and hope to be able to inform you of the outcome in future meetings.

Conclusions

When IFLA made known the general fundamental principles in UNESCO's Manifesto, it pointed out as a priority the legislation of standards of general application. Consequently it required the existence of an authority that would verify that the different aspects of the law were really put into practice. We are fully aware that regulations are only useful if they are really put into practice and that a supervising body must therefore be created.

We trust that this requirement will be assumed by the Catalan authorities responsible for library policy as they have already issued a Library Act and have promoted the elaboration of the present Standards.

As a matter of fact, a Library Advisory Council (Consell Assessor de Biblioteques) (11) has been created by decree. Its tasks and assignments could be expanded and enhanced to convert it into a National Governing Board for library organisation, assisted by the different authorities responsibles for the creation and maintenance of libraries. During the first years its policy would be once more conditioned by traditions and economics. We cannot bridge up in a few days the gap of forty or fifty years that separate Catalonia's projects of the past from those of the present. The existing conditions will probably advise us not to impose too strict a control but to seek specific solutions to help the different institutions in their efforts at coordination. Time limits shall have to be imposed for the adaptation of the present structures at the creations of new ones.

Later on, the main task shall consist in coordinting, standardizing and in strictly checking the different service points in order to obtain a basic structure capable of warranting an economicaly balanced Public Library organisation.

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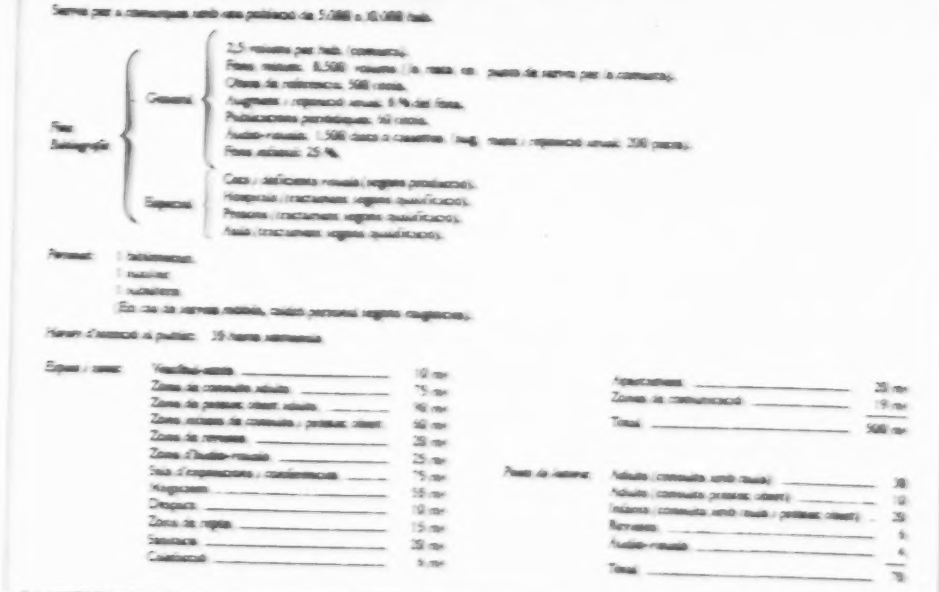
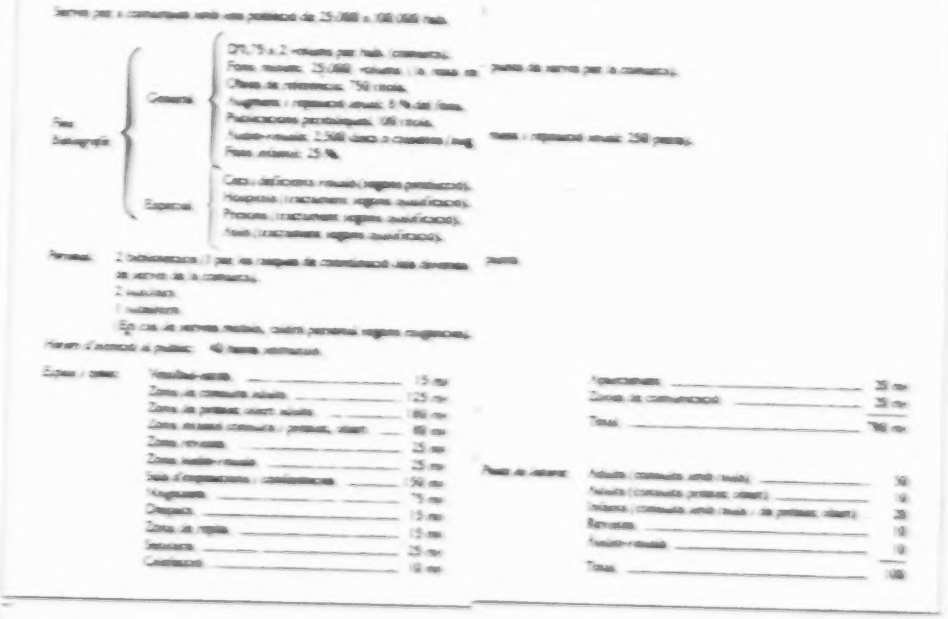
FITXA 2 [illegible] (BPCC) Grup 1-a



FITXA 4 Biblioteca Pública Comarcal Comunitària (BPCC) Grup II



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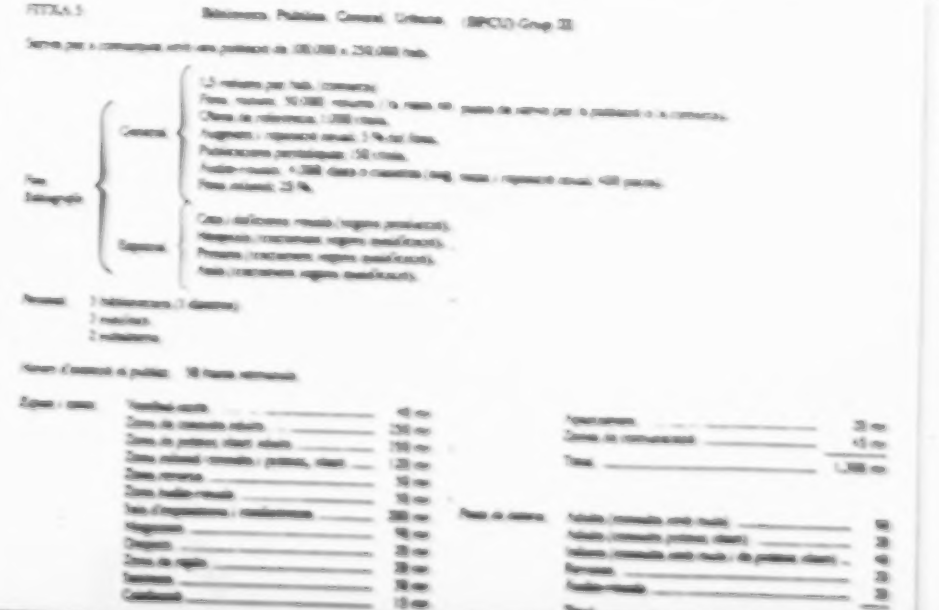

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FITXA 6 Biblioteca Pública

Servei per a poblacions de 4.000 a 5.000 hab. o de 3.000 a 4.000 hab. en [illegible]

Fons bibliogràfic:
- General:
  - 1,5 volums per hab.
  - Fons mínim: 5.000 volums.
  - Obres de referència: 300 títols.
  - Audiovisuals i informàtica: 5 % del fons.
  - Publicacions periòdiques: 50 títols.
  - Audio-visuals: 1.000 discs o cassettes (vol).
  - Fons ràpids: 25 %.
- Especials:
  - Cedé-rom (subscripció mínima per [illegible]).
  - Hemeroteca (títols per [illegible]).
  - Premsa (títols per [illegible]).
  - Altres (títols per [illegible]).

Personal: 1 bibliotecari
1 auxiliar
1 subaltern

Hores d'obertura al públic: 30 hores setmanals

Espais i usos:

Vestíbul-recepció	10 m²
Zones de lectura, catàlegs, periòdics, etc.	150 m²
Zona de préstec, oficina	60 m²
Sala d'informàtica / audiovisuals	75 m²
Magatzem	25 m²
Despatx	8 m²
Serveis	15 m²
Col·lectius	9 m²
Zones de circulació	10 m²
Total	360 m²

Punts de lectura:

Adults (consulta amb taula)	25
Adults (consulta postures relaxades)	5
Infantil (consulta amb taula i de postures relaxades)	20
Bancades	6
Audio-visuals	4
Total	60

59

FITXA 7 Biblioteca Pública

Servei per a poblacions de 2.000 a 4.000 hab. o de 1.000 a 3.000 hab. en [illegible]

Fons bibliogràfic:
- 1,5 volums per habitant.
- Fons mínim: 3.000 volums.
- Obres de referència: 150 títols.
- Audiovisuals i informàtica: 5 % del fons.
- Publicacions periòdiques: 30 títols.
- Fons ràpids: 25 %.
- Audio-visuals publicacions per a cedé i cedé-rom: [illegible] en préstec de la col·lecció.

Personal: 1 auxiliar
1 subaltern

Hores d'obertura al públic: 20 hores setmanals

Espais i usos:

Vestíbul-recepció	7 m²
Zones de lectura, catàlegs, periòdics, etc.	100 m²
Magatzem	8 m²
Serveis	10 m²
Col·lectius	5 m²
Zones de circulació	5 m²
Total	125 m²

Punts de lectura:

Adults	16
Infants	10
Bancades	4
Total	30

57

FITXA 8 Centre de Lectura

Servei per a poblacions de menys de 2.000 hab.

Fons bibliogràfic:
- 1,5 volums per habitant.
- Fons mínim: 1.500 volums.
- Obres de referència: 100.
- Audiovisuals i informàtica: 10 % del fons.
- Publicacions periòdiques: 20 títols.
- Fons ràpids: 30 %.
- Audio-visuals / publicacions per a cedé / cedé-rom: [illegible], en préstec de la col·lecció.

Personal: 1 auxiliar (compartiment amb [illegible] o bé voluntari).

Hores d'obertura al públic: 8 hores setmanals.

Espais i usos:

Vestíbul-recepció	5 m²
Zones de lectura, catàlegs, etc.	60 m²
Serveis	9 m²
Col·lectius	5 m²
Zones de circulació	4 m²
Total	80 m²

Punts de lectura:

Adults	12
Infants	8
Bancades	5
Total	25

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PUBLIC LIBRARIES IN THE CSR

AND GENERAL AVAILABILITY OF INFORMATION

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PUBLIC LIBRARIES IN THE CSR AND GENERAL AVAILABILITY OF INFORMATION

One of the processes which has a fundamental influence on the effort to achieve general availability of information throughout the world, is the aggregate of activities carried out within the scope of the final block of the general pattern of the information system: adding to - processing - making information available. The sum of the activities which this block contains is quite extensive. From the point of view of providing information by the public libraries in the CSR, with which this report is concerned, their bibliographic information service represents a substantial element of the "making-information-available" block. The function of the Bibliographic Information Service (BIS) is to deal with the requirements for information, in particular with finding and obtaining information documents, to convey information documents and information about them. This information task is inferred directly by the character of libraries as institutions specialized in accumulating and making available sources of information in the broadest sense of the words. The library funds of the network of public libraries in the CSR represent an irreplaceable information potential of society-wide significance within the scope of the Czechoslovakian information system. Its qualified process of making bibliographical information available also relates to fulfilling the tasks of the program of Universal Availability of Publications (UAP) of the international program of UNESCO and IFLA.

The bibliographic information services of the public-library network in the CSR have a long tradition. As such, they were first mentioned roughly in the 1960's, however, public libraries have been carrying out a number of related activities since much earlier as a spontaneous part of the aid to readers in searching for literature. The first legislative act, which made the BIS obligatory for the libraries, was Act no. 53/59 Sb. on the uniform system of libraries; the further development and inclusion of these services in the duties of public libraries were effected in the Principles of the Development of the Uniform System of Libraries in the CSR of 1974, in the Principles of Organization of the Network of Public Libraries of 1979 and in the Principles

of the Development of Bibliography of 1981. Recently, also the 2nd National Conference on Bibliography in 1981 and other seminars have dealt with the problems of the information services.

In spite of all efforts, the BIS were not uniquely defined and specified as regards content, extent and form by any central norm in the preceding years, especially in relation to the organizational level of the domain of the individual grades of the public-library network. The current state of the public-library BIS is affected primarily by their individual capabilities to provide information, i.e. by the size and cross-section of library funds, the number and qualification of their staff, financial means, the space available to them, reproduction facilities and other material possibilities. Although the public-library BIS as a whole represent a wide spectrum of bibliographic and information possibilities, the absence of a central norm causes the structure of these services in the separate libraries to remain a matter of their own choice and selection. That is why a document is now being intensively prepared, whose objective will be to mould and further develop the bibliographic information services of the public-library network as an integrated and unified information system, as a unit internally connected by firm and pre-determined links which will fulfil precisely defined tasks and functions within the scope of the Czechoslovakian information system.

The following are some of the most important factors which have a principal effect on bibliographic information activity:

- the objective and purpose of the BIS and the working procedures subordinate to them;
- the integration of the BIS in the organizational structure of public libraries in the sense of the micro- as well as macro-structure;
- the bibliographic information machinery;
- the BIS executives.

The gist of the public-library bibliographic information services in the CSR is in obtaining information which leads to identifying and securing information sources, i.e.

- information about the funds and services of the library itself;
- information about a particular information source;
- information about the existence of information sources concerning a particular topic;
- information about the availability of a particular information source and the possibilities of securing it.

The libraries of the public network provide information to all individual and collective users who request it according to the principles of service differentiation pursuant to the valid library rules of the library involved.

It is evident that specialized services of this type, if they are to be provided with a high standard, in a professional manner and adequately to the requirements of the users, cannot be scattered throughout the organizational structure of the library, but must be concentrated in a single, functionally optimum unit. The historical, essentially spontaneous evolution of the public-library BIS has proved this in full. The BIS units all exist as functional wholes, either in the form of independent BIS departments, or as a part of bibliographic departments, or of departments providing services to readers. In some smaller public libraries, the BIS is a part of the department of political literature, or the services are provided by the public relations department.

In very much the same way as the need to concentrate the BIS into a single unit, there also appeared the need for wider cooperation of the separate libraries in the course of the evolution of these services, because it is evident that the libraries are restricted in terms of personnel and funds, etc. in catering for the requirements of their users and, consequently, cannot answer all the queries themselves. The response to this need is the development of an interconnected BIS system. The evolution of this system has hitherto been more or less spontaneous, and the lacking central methodical material, which would serve to guide it, was, to a certain extent, substituted only by model statutes of the individual categories of the public libraries. However, it has reached a stage which is functionally purposeful

and the point of departure for further development: the spontaneously created BIS system corresponds in structure to the hierarchic structure of the public libraries of the CSR, based on the administrative division of the territory of the CSSR (the State Library of the CSR as the central library - central regional libraries - district libraries - town, centre and local popular libraries). The purpose of the central norm being prepared is to define clearly the status and basic information tasks of every public library in the BIS network, to conceive these services as an integrated and unified information system, ensuring the continuity of the separate operations and unification of working procedures, based on the existing situation created by natural evolution.

Another important aspect of the future development of the BIS is the clarification of the relation between the BIS unit and the other specialized units of the library:

- to the library fund addition and processing department in establishing the information fund which comprehensively takes care of the requirements of the BIS, MVS, scientific and methodical production and, at the same time, which serves as the fund of information literature for all libraries whose information systems will be restricted with a view to their category, needs and financial possibilities, as well as in establishing the fund of regional literature, especially in connection with developing a summary catalogue of the printing production in the area of the region involved;
- to the methodical department with the objective of ensuring adequate coordination, methodical and instruction activities to aid lower categories of libraries in the hierarchy in developing their BIS;
- to the reproduction services department with regard to the frequent need to copy factographic information, written bibliographic requests, researches, etc.;
- to the department of service for readers in order to ensure connection of the BIS with the separate units which come in contact with the reader (lending counter, studies, specialized departments).

The quality of the BIS provided is directly proportional to the bibliographic information system on the basis of which the services are being provided. A systematically arranged and planwise developed bibliographic information system is the fundamental prerequisite for providing optimum information services. Qualified information personnel lacking this background is more or less powerless. A good bibliographic information system enables the limits, set by the library fund, to be exceeded. Its basic principal is: to obtain the maximum amount of information at the minimum expense of time and labour.

By the bibliographic information system of a public library, one understands a purpousefully developed system of aids which represents the source background for providing information. The development of the system itself depends on the conditions which determine its extent and structure. This includes:

- the type and orientation of the library;
- the size of the library;
- the type and extent of the services provided (also to potential users);
- the personnel and material conditions of the library involved,

The general idea of the basic structure of the bibliographic information system is the following:

- catalogues (providing bibliographic information about the library's fund);
- bibliographic files and bibliography fund (providing bibliographic information exceeding the library's fund);
- reference BIS library and factographic files (providing factographic information),
- other auxiliary and service files.

The system of catalogues consists of the authors catalogue and summary catalogues, the name catalogue and subject catalogues - in the public libraries of the CSR of a systematic catalogue developed on the basis of the principles of the International Decimal Classification (IDC) and the subject catalogue. It is supplemented by partial and auxiliary catalogues, e.g. of periodicals, music, special documents, topical catalogue of belle-

lettres, catalogues of editions, illustrators, etc. The system as a whole is necessarily complemented by regional catalogues of documents which relate topically to the region in which the library is located.

The bibliographic files of public libraries consist of dicumentation records obtained from other, usually higher grade libraries, or from the library's own activity. Discipline and topical files, concentrating records related to a particular topic or discipline, especially to socio-political and economic liteature, have to be available. Regional files, containing records of documents concerning a particular area (region), or established by authors whose life is associated with the region, are important. These are roughly divided into topographic and personal files, and files of publications issued in the region.

The bibliography fund primarily contains the national bibliography, discipline and topical bibliographies (public libraries monitor especially the socio-political disciplines, the topics of culture, the arts, literature and librarianship). Its important part are regional retrospective bibliographies and concurrent and other specialized bibliographies, e.g. of certain types of documents (periodicals), publishers' bibliographies, topical recommending bibliographies, personal bibliographies, abstracting journals and bibliographies of bibliographies.

Reference BIS libraries contain reference works of a general orientation, discipline manuals, especially general and discipline encyclopaediae, language, orthographic and terminological dictionaries, dictionaries of foreign words and abbreviations, biographical dictionaries, so-called keys, statistical reviews, directories, discipline manuals with a good bibliographical and index system, and brief histories of disciplines.

Factographic files contain factographic information selected from various sources, especially from materials published by other institutions, or materials issued in the periodical press. In compiling factographic files, the public libraries mainly concentrate on problems of social sciences (in particular political

and cultural) and on regional problems.

The bibliographic information system as a whole is complemented by auxiliary service files, e.g. the subject file of elaborated written information, the file of orally communicated information and the file of BIS collaborators.

The survey of the state of the bibliographic information system recently carried out in the public libraries of the CSR has enabled certain data to be mentioned in this report concerning the current situation in this field: authors' and systematic catalogues are available in public libraries of the CSR of all types, subject catalogues are more frequently available in libraries of higher categories (regional and district libraries), name catalogues are being developed more in libraries of lower grades (town and centre libraries). As regards other types of catalogues, the public libraries are developing especially catalogues of music, gramophone records, journals, summary catalogues of the libraries operating in the district, etc.

Apart from the catalogues, all libraries are developing files whose orientation and number depends on the type of library. In town and centre libraries, these files are frequently modifications of the basic catalogues. In the district libraries and central libraries of regions, files have appeared recently reflecting in some way the regional production or topics. The topics of the other files are, to a considerable extent, related to the orientation of the library funds and to the fields of the national economy which are significantly represented in the region.

Most public libraries in the CSR are developing a reference BIS fund, although their sizes vary. Some smaller libraries still do not have an independent reference BIS fund as a matter of course, and publications of a reference nature usually form part of the fund of scientific literature, or part of the reference fund in the study, in the department of political literature or at the lending counter. Its role has still not been fully appreciated namely in smaller libraries, it is not being systematically developed, nor has the information role of the Czech and Slovak

national bibliographies and abstracting periodicals been fully valued.

The intensity and quality of the cooperation between public libraries also depends to a large extent on the means of communication available to them: all libraries have telephones, but not all have teletypes.

The last but not least important factors of the public-library BIS in the CSR are the people providing these services. Direct contact with the readers is very demanding as regards their specialist, political, as well as psychological and paedagogical capabilities. The small interest in the BIS on the part of the user is frequently motivated by the incorrect approach of the BIS personnel, or insufficient propagation of these services among the users.

Besides the correct relation to performing the BIS, two extreme opinions concerning the problems of these services are widely spread among librarians:

- the first group has a tendency to belittle BIS problems. They view the composition of readers' queries strictly from the aspect of a qualified professional to whom the information milieu is inherent. From this point of view, they then consider the readers' requirements presented to the BIS as continually repetitive, and not specialized and scientific enough;
- the second group approaches the bibliographic service with unnecessary apprehension. The personnel of this group have the feeling that they will not be able to cope with this service, that they will not be able to give satisfactory answers to the readers' queries, especially if they work in a library of a lower grade.

One of the important tasks of the further development of the public-library BIS in the CSR is, therefore, the education of librararians to the correct relation to bibliographic information work. The BIS units will in principle be manned by experienced librarians who have the necessary knowledge, capability and skill. The methodical aid provided to lower-grade libraries in the form of methodical instructions, consulations, sojourns

in information units, methodical aids, working sessions, seminars and conferences, will play an important role in educating qualified personnel.

The information activity of the public libraries in the CSR, of which the Bibliographic Information Service is a basic part, can be considered the resultant effort of all public libraries. It is the result of all the work of the libraries as important cultural and political education institutions. Its further development and improvement in the interest of universal availability of information will be approached from these aspects.

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Public Libraries in Brazil : perspectives for development

by

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Abstract

Briefly surveys the history of public library development in Brazil and the current state of public library services in the new political climate. Concludes that librarians need to develop cultural activities and community information services in order to attract popular support, and to work through their associations to win the necessary backing of politicians.

PUBLIC LIBRARIES IN BRAZIL : PERSPECTIVES FOR DEVELOPMENT

by

May Brooking Negrão

Emir José Suaiden

It is said that the history of Brazil is so full of priests and friars that it resembles a history of the Catholic church [1]. So it is with the history of its libraries, which begins with the ecclesiastical libraries in catholic convents and churches, during colonial times.

At the beginning of the nineteenth century, the Royal Portuguese family, flying from Napoleon's troops, arrived in Brazil, bringing with it the most precious books of Portugal, which formed the basic collection of the National Library, founded in 1810.

Following the creation of the National Library, many public libraries were founded in some states, mainly after Independence in 1822. Some of these, again, reflected the influence of the church - some of their collections came from libraries owned by bishops and priests and some of the latter even worked as librarians in the public libraries [2].

Public libraries therefore existed in Brazil well before colleges and universities and even before the first library science course, sponsored by the National Library. This was not initiated until 1911, when many libraries already existed throughout the country.

The course was very much a classical one, concentrating mainly on book preservation. Only in 1936 was the first course founded which reflected new developments in librarianship; its first teachers being Adelfa Figueiredo, a Columbia University graduate and Rubens Borba de Moraes, who had had a good training in library science abroad. Prior to this, the Mackenzie Institute, an American school in São Paulo, had offered a short course conducted by the same Adelfa Figueiredo and the American librarian, Dorothy Cropp.

The 1936 course was sponsored by the city of São Paulo, which was reorganising its cultural activities and needed librarians to work in the Municipal Public Library. This course marked the beginning of American influence on Brazilian librarianship, which lasted until the 1970s.

Many students from other states of Brazil, attracted by the quality of this course, encouraged by the fact that local governments were starting libraries everywhere and needed trained manpower, travelled to São Paulo to study and, in returning to their home states, started new libraries, library science schools and library associations.

In 1938, graduates of the São Paulo course founded the first library association. The seed thus planted in São Paulo eventually developed into 26 local associations, 28 undergraduate and 5 graduate courses.

Enthusiastic graduates of the São Paulo course contributed substantially to the spread of public libraries in the country. The Government was also willing to create a system of public libraries, and in 1937, the National Book Institute (Instituto Nacional do Livro: INL) was founded with the twin objectives of book promotion and library development.

Due to these two factors, i.e., the existence of professional librarians and the decision of policymakers to support the development of libraries in the country, several new public library buildings were erected in the 1940s and early 1950s. However, though many libraries were established they were not enough to meet the needs of the population.

Since the 1950s there has been a greater emphasis on the development of special libraries, whose users, today, would be able to make better use of their libraries' resources had they been users of school and public libraries where they would have been trained as information users.

From 1960 to 1975 the number of papers presented to the Biennial Brazilian Congress of Librarianship and Documentation reflects librarians' interest in special libraries as well as the Government's emphasis on planning for economic rather than social development. As a consequence, few papers were presented on public libraries since they did not have the support from policymakers necessary for their development.

Two works by foreign authors, both published in 1975, reflected the bad condition of Brazilian public libraries, at that time. A paper by Peter Havard-Williams [3] recorded his view that public libraries were in poor

condition when compared with other kinds of libraries and Cavan MacCarthy [4] described Brazilian public libraries as "deplorable".

In 1976, aware of the situation, the INL stated a special project to establish a National System of Public Libraries [5] through subsystems in each state in the federation, aiming at having a library in each of the 3,953 Brazilian municipalities. It also developed a program for publishing books and journals in library science, including both translations and original works by Brazilian authors; sponsored congresses, meetings and seminars; developed a program of personnel training and assistance to local systems, and distributed books to municipalities with which it had a formal agreement.

On the whole, the present situation of public libraries in Brazil is not as bad as it was ten years ago, but neither is it as good as it should be. Later in this paper some examples of existing public library services will be described. Although public libraries arrived early in the country, Brazilian librarians are still struggling to keep them alive and to ensure that they are recognized by society and well supported by government. There is still a long way to go until the day when policymakers and society will be aware of the real value, not only of public libraries, but also of information, as a means of development and self-fulfilment.

An analysis of the conditions which affect the development of public libraries in Brazil, of the country's present economic, social and political situation, and of the most recent data on public libraries will enable some conclusions to be drawn concerning the state of public

libraries today. Libraries started in church organisations; today, information which concerns the common citizen is often passed by word of mouth in the neighbourhood bar. The alternative provision of community information by the public library is seen as one way in which public libraries can become more vital and effective institutions.

Development of public libraries in Brazil: some factors and facts

The background paper for the Regional Meeting on the Present Situation and Strategies for Development of Public Libraries in Latin America and the Caribbean [(6)], sponsored by Unesco and held in Caracas, in 1982, recorded many factors which affect the development of public libraries as such: transformation of a rural into an urban society, economic conditions, population growth, education, literacy rate, publishing, and, last but not least, the willingness of policymakers to create public libraries and supply them with sufficient funds to grow and to offer good services. Other factors may be added to this list, such as: the efforts of library directors and of librarians, how well the library fulfills its users' expectations, community involvement, and so on.

It is difficult to generalise about the influence of these factors on public library development in Brazil because of the many and often extreme differences which exist between various parts of this huge country. Brazil is the fifth largest country in the world, with a land area of more than 8.5 million square kilometres. It ranks fourth in terms of population growth, but the growth rate in the north east - one of the poorest parts of the country - is double that in the south - one of the wealthiest. The total population is 130 million, but the Amazon

region is sparsely populated, whilst the State of São Paulo has 25 million inhabitants, 12 million of whom live in the metropolitan area of São Paulo city. (7)

The southern states have a mild climate and good soil, are industrialized and have literacy rates much higher than in the northeastern states, where literacy is as low as 60% in some states. The northeast suffers from droughts, floods and a lifetime of misery that makes migration to the south a desperate and sometimes useless attempt to survive. But even the south, at the present time, is suffering the effects of a crisis in the country's economy; and, although Brazil is considered the tenth world economy it ranks fortieth in terms of the quality of life. The country's economic policy in the late years has aggravated adverse social conditions, widening the gap between rich and poor, and between south and north. (8)

A factor which affects library development at the local level is the financial situation of the municipalities, most of which do not have sufficient income to support basic services such as water supply, sanitation, health and education. The only exceptions are the rich industrialized cities like São Bernardo, in São Paulo State, where the major car industries are located, and where the public library has an automated cataloguing system and modern branches.

On the whole, libraries have developed best in places where politicians and policymakers have been heavily influenced by their personal use of libraries or by librarians, through professsional and family relationships. This has caused many fluctuations in the fortunes of

state public library systems and municipal libraries. If a government which has supported the city library changes, the work of some years may be destroyed through deficiencies in maintenance and personnel and through the degradation of the collection. This situation reflects the absence of legislative provision to guarantee support for public libraries; the failure to include library and information systems in the national and state development plans; and the lack of community involvement in the work of public libraries.

Community participation in library work does exist in places like the city of São Paulo, which has an Information Desk and Videotext facilities at the Central Library, and where the population is starting to care for library services after their sixty years of existence. An example of this community involvement is the foundation of an Association for the Defence of São Miguel Library, after the closing of this branch due to lack of funds to pay for the rent of the building. Heavy political pressure was created and the library was eventually reopened in a new building.

The population of Brasília, the national capital, is currently circulating a petition, which now has 130,000 signatures, asking for the creation of a public library. But, by contrast, the State Library of Minas Gerais, a beautiful building by Brazil's most famous architect, Oscar Niemeyer (the builder of Brasília), is not fully operational and is involved in a slow and seemingly endless process of renovation, and not a single letter of complaint has been sent to local newspapers asking the authorities to take action to accelerate this process.

The absence of pressure from the people on politicians in support of libraries reflects, to some degree, the lack of reading and also library use habits, and the ignorance of the value of information for the solving of problems which are common in developing countries. Training for information use is an education problem and someone who is no more than functionally literate, who attended school (a school which did not have a library) for only a few years and who has no local public library, will probably go to the neighbourhood bar to get the information he needs to solve his daily problems, such as his working rights, medical care, and children's education. One can imagine the quality of the information received under such conditions and its lack of impact in effecting improvements in a person's way of life. People are just not aware of their rights to knowledge, information and libraries.

The lack of libraries in schools has also distorted the public's views of the aims of public libraries which are so heavily used by students that they have come to be considered by adults as only "a thing for the students", a place to study and read. So, the adult population hardly uses the library.

Since students who come to the library usually do not have a room at home to study, they stay in the library for long periods and libraries, therefore, require many seats, which become empty during vacations.

Some libraries, however, through heavy programs of cultural activities have succeeded in attracting adults, involving them in the library's activities and problems, as shown by the above mentioned situation in the community of São Miguel; and this has been the trend during the last ten years, in most of the libraries in the country. Cultural activities can work as a lure for users who do not have the reading habit or the habit of coming to the library for information. However, in themselves they are usually insufficient to create community support, and librarians now see the provision of community information, not only as a desirable service in its own right, but as an additional way of attracting support.

In some states, the library systems are well run, well sponsored and are beginning to encourage their communities to care and fight for their libraries. Others are running backwards, whilst others are just waking up to their problems. A general view of the situation can be seen in Table 1.

A brief analysis of the data shows that:

* public libraries reflect the conditions of the country;
  most of the libraries are situated in south and southeast Brazil (Minas Gerais, São Paulo, Paraná, Rio Grande do Sul)
* the total of 3,600 public libraries does not mean that most of the municipalities have libraries; according to INL, only 2,500 out of the 3,953 municipalities offer this service to their inhabitants; at the same time, it is necessary to question the quality of the services offered.

* the total number of loans and reading in the library is 30,788,703; loans accounting only for 25.2% and reading in the library for 74.8%, as a result of the use of the public library by students as a resource for school tasks.
* there is only one volume for every 8 inhabitants.
* readers account for only 2.2% of the whole population.

The reliability of the data is doubtful, or uncertain: the questionnaires are sent to local libraries, where sometimes, the person in charge may have only an elementary school education and if the state system is not providing enough assistance respondents interpret them differently. Library statistics are still in their infancy in Brazil and are not collected or processed in accordance with a standard or pattern. This may explain the low number of readers (2,919,155) when compared to reading (30,788,703). Ten volumes per reader appears much too high a level, at least when compared with similar data for the city of São Paulo, which has the largest public library system in the country. In São Paulo 20% of the whole population are registered as readers but they only read 1.4 volumes per capita per year.

PUBLIC LIBRARIES, PERSONNEL, VOLUMES, READERS AND READING

1982

STATES OF THE FEDERATION	LIBRARIES	STAFF	VOLUMES			READERS AND READING		
			BOOKS	SERIALS	LEAFLETS	READERS	Reading in Library	LOANS
Rondônia	6	35	32202	5365	269	2156	29930	17690
Acre	10	47	29125	7062	1635	2119	26629	3506
Amazonas	22	103	214685	108211	5462	9356	184429	30730
Roraima	—	—	—	—	—	—	—	—
Pará	71	170	291142	33004	13232	33234	370292	76005
Amapá	4	13	20882	592	656	1039	14725	2197
Maranhão	74	280	310096	9725	11296	25973	120416	16094
Piauí	61	204	134520	10362	8526	19104	122180	27657
Ceará	92	330	279784	129282	10792	25567	262172	51846
Rio Grande do Norte	164	340	486704	79363	41599	46265	171577	123202
Paraíba	80	254	205275	16193	9354	53673	166939	32270
Pernambuco	135	541	495060	80996	32409	79838	713956	128340
Alagoas	61	232	163705	16488	7058	17760	122893	10220
Sergipe	53	155	101882	7524	10119	18839	543925	29233
Bahia	234	767	605578	74841	39136	87693	995180	119070
Minas Gerais	598	1458	2354455	163384	111059	427765	2574700	1580704
Espírito Santo	64	159	241554	14921	6656	31614	138959	61223
Rio de Janeiro	157	968	1133402	96830	44411	74872	1431128	533502
São Paulo	579	2005	4179277	307673	73620	1036333	7830018	2284904
Paraná	352	806	1551811	211367	101891	284042	4512913	1104983
Santa Catarina	216	319	890514	71102	34100	108764	536329	382891
Rio Grande do Sul	300	857	2003176	255694	160154	418535	1624713	970924
Mato Grosso do Sul	50	110	136853	7309	6847	17010	144102	14055
Mato Grosso	35	99	96915	6701	6643	11086	71266	4128
Goiás	172	208	348640	18797	22705	38821	231170	60024
Distrito Federal	10	73	70939	5169	3066	47697	119478	63386
Brasil	3600	10533	16368176	1737955	762715	2919155	23060019	7728684

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Many authors who have studied the situation of libraries in Latin America have pointed out their problems and also the actions needed to change the situation. Some of the problems, such as a lack of research studies and of comprehension of library aims and objectives, can be solved by the action of librarians, either individually or through their associations. For example, by research on public library use and users, political involvement, a closer dialogue with the State, a change in the role of the public librarian, a definite concept of public libraries with objectives which correspond to the country's needs, etc.

Library schools have the special task of supporting public libraries by providing research into social information channels and the people's need for information. Some papers on this subject have been published in Brazil; for example, Ana Maria Polke studied community information flows in a poor neighbourhood in the state of Minas Gerais, and A Santos and others studied the information needs of migrants arriving in Brasilia and Sao Paulo [9, 10].

Some library schools have good faculties, with many members holding doctorates from abroad, mainly the United Kingdom. This qualifies them to develop research studies on public libraries and their users. Many studies of special libraries and their users have already been carried out, since library schools are, at present, mainly concerned with scientific and technological information. However, the double function of public librarians as cultural activators and community information specialists should, from now on, influence the curriculum of library schools.

Public librarians, without diminishing their libraries' cultural activities, which bring good community involvement, could do more to implant community information services, using the mass media to let people know the service exists, as the city of São Paulo did through a local radio station [11]. Marketing the image of the public library is a task for librarians and library associations.

As long as public libraries meet their communities' information needs it is expected that they will improve their relationship with society, bringing the necessary support for survival as well as increasing both the demand for their services and the number of users, thus creating a climate for greater political support if only to please voters who are library users.

As libraries depend on the will of politicians, it is up to librarians to develop strategic planning, not only to improve the condition of the existing libraries, but also to implant new ones under a system supported by basic legislation.

The new political climate in Brazil favours the increased participation of people in decision-making; indeed, "participatory democracy" is almost becoming a panacea. People need information in order to participate in political decisions and this is a situation which public libraries, librarians and library associations cannot ignore. Public libraries should therefore develop programs to discuss controversial themes which demand any kind of public hearing, or plebiscite; for example, discussions on the new constitution, ecology, women's rights, etc.

Brazilian librarians have been considered in the past as professionals who did not get involved with politics; adopting, sometimes, a somewhat timid position towards government actions. Now things are changing and there is a strong feeling among librarians that if they want to have their profession and library services recognised by society and government, their action has to be firm and even aggressive.

Librarians are becoming conscious of their situation as a professional minority - 16,000 librarians corresponded, one year ago, to the number of unemployed engineers - and as such they should act. Strengthening library associations is certainly a means of reaching a better comprehension of librarians' role in society and of improving their status. A motivation, at the present time, for librarians' active participation in their local associations is the political struggle for better libraries in the country. But, we have a long way to go; the British Library Association support has been a great help, as well as the publications of the American Library Association Washington Office. IFLA could with advantage show greater concern for the management of library associations, especially in developing countries.

The dialogue with the State is not easy in developing countries. Explaining to policymakers that information and development are interdependent, and that libraries are therefore essential, is as hard as explaining to an illiterate mayor in the interior of Brazil the meaning and the role of a public library. This is the real situation we face.

Librarians are professionals who are always daring and accepting challenges, especially public librarians, and taking libraries to the interior of Brazil with enough support of the communities served is a challenge for our creativity and organisation. In Brazil, librarianship has been officially recognized as a profession for only 23 years. If we succeed in the tasks I have outlined, we may consider ourselves as having reached maturity as professionals.

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